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IDENTIFIERS	*North Carolina

ABSTRACT

The first portion of this document consists of maps and graphs that display important information on population, income, resources, and education in North Carolina. They have been constructed to illustrate the present situation from county to county and from school administrative unit to school administrative unit across the state. The second half of the document analyzes the information given in the first half and offers suggestions for school finance and school district reorganization. (Author/IRT)

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A Resource for Planning and Decision making

DIVISION OF SCHOOL PLANNING
NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTIO

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A Resource for Planning and ecision making

ON OF SCHOOL PLANNING
H CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION

FOREWORD

A primary function of the Division of School Planning is to help local administrative units pla more effective and efficient school systems. The Division is regularly called upon to carry out inv gations and research relative to administrative organization, school program organization, facility utilization, design and operating economics, construction, population trends, and school finance. A the request of administrative units the Division works closely with school system personnel in the preparation of comprehensive surveys and in the development of educational specifications.

As part of the effort to assist administrative units with planning, workshops and conferences a sponsored by the Division for educators, architects, and engineers. In addition, the Division of Sc Planning provides educators, architects, and engineers with resource publications on all phases of planning. This publication is meant to be a resource to those who have a responsibility for educat planning and development.

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ACKNOWLEDGEMENTS

The recommendations contained herein have been designed and are presented by:

Dr. J. L. Pierce
Director
Division of School Planning

The information upon which the recommendations are based was compiled, analyzed, and put into narrative and chart form by:

Dr. Donovan Russell
Consultant
Division of School Planning

PROJECT STAFF

Mrs. Karen Gulledge
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INTRODUCTION

Public schools began to spread across America in the 19th century. It was not easy to es the universal public system of schools that this nation is justly proud of. However, the visi early leaders has gone far. They promoted common schools, open to all, which would be the ag national democratic development, social harmony and equal opportunity. Today every state has of public education. Indeed, public education has become a vast enterprise which employs som million people and spend nearly 50 billion dollars annually.

Education has been a responsibility of State Government in North Carolina since the Stat constitution. There has been a continual strengthening and broadening of the public schools Carolina as successive governments have committed more and more resources, as educators have increasingly professional, and because citizens have been steadfast in their faith that educa critical to a just and equal society.

It is the purpose of this publication to serve those whose responsibility it is to lead schools in the continuing struggle to provide the best of opportunities for our sons and daug

> The General Assembly shall provide by taxation and otherwise for a general and uniform system of free public schools, which shall be maintained at least nine months in every year, and wherein equal opportunities shall be provided for all students.[1]
>
> The general supervision and administration of the free public school system shall be vested in the State Board of Education.[2]

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[1]The Constitution of North Carolina, Article IX, Section 2.
[2]Public School Laws of North Carolina, Section 115-2.

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It shall be the duty of county and city boards of education to provide an adequate school system within their respective administrative units, as directed by law.[3]

It shall be the duty of the State Superintendent of Public Instruction to organize and establish a Department of Public Instruction which shall include such divisions and departments as are necessary for supervision and administration of the public school system.[4]

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[3]Public School Laws of North Carolina, Section 115-35.
[4]Public School Laws of North Carolina, Section 115-14.

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MAKING USE OF THE PUBLICATION

This publication will no doubt be studied for a variety of reasons. Whatever the reason, hoped that it will be studied carefully. The displays contain important information on dispar demographic conditions across North Carolina which may contribute to disparities in educationa Further, the displays indicate seeming inequality from administrative unit to administrative u respect to resources being used for education.

Some readers may wish to go beyond a study of disparity in demographic conditions and re education. They may wish to use data presented here to address questions of productivity. P be able to extrapolate clues (if not answers) as to why there are seeming differences across in educational productivity. Other readers may wish to analyze the displays for information in school unit operations.

Examples of Questions That Readers May Wish to Address by Reviewing the Displays

- What are the disparities in basic demographic conditions across the state?
- What are the disparities in basic demographic conditions that may be contributing to dispa inadequacies of service across the state?
- What are the disparities from unit to unit in input, i.e., in resources being devoted to e
- What are the disparities from unit to unit in product, i.e., in the apparent success of st
- Is there a relationship between certain demographic characteristics and inputs, i.e., in t resources being devoted to education?
- Is there a relationship between certain demographic characteristics and product, i.e. the success of students?

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- Are there apparent relationships between inputs and products across North Carolina?
- Are there differences in efficiency from unit to unit across the State?
- What seems to be some of the characteristics of a productive and efficient administrative unit?
- Which of these characteristics does the unit in which I work have?
- Which of these characteristics are significantly different in my administrative unit?
- How does my administrative unit compare to others in matters of input and product?
- What adjustments should be considered in my administrative unit?

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HISTORY
THE DEVELOPMENT OF SCHOOL SYSTEMS IN NORTH CAROLINA

Responsibility for the organization and administration of schools is both a state and loc of government. Under the Tenth Amendment to the Constitution of the United States, the respon public education has generally been interpreted as one of the powers of government reserved to Every state in the nation has created some type of administrative organization or machinery th the state performs certain educational functions. But every state has also found it necessary local school administrative units to which it delegates authority and through which it discha of its primary responsibility for education.

North Carolina's first Constitution[1] provided "that a school or schools shall be establi Legislature for the convenient instruction of youth . . . and all useful learning shall be du and promoted in one or more universities." In 1825 the Literary Fund was created,[2] and by 18 of this fund were deemed adequate for launching a system of public education and the director rized to submit a plan for setting up the state's public school system. The first public sch passed on January 8, 1839. Following the passage of this law providing for the establishment of public schools, frequent efforts were made to provide for a directing head whose whole tim devoted to education. Finally, in 1852, "an act to provide for the appointment of a Superint

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[1]Constitution of 1776, Article XLI.

[2]Public Laws of 1825-26, Ch. I.

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The first mention of any organization for the administration of public schools on the local le North Carolina is contained in the act creating the Literary Fund,[3] which provided for a division o proceeds of the fund "among the several counties." This idea of the county as the unit of school a tration was made more specific in the law[4] which provided for the establishment of public schools i state. In 1868 the Constitution was rewritten, firmly establishing the county as the unit of local administration. By legislative act[5] the county commissioners were given administrative control of schools. In 1899 the legislature appointed county boards of school directors who in turn appointe intendents for the respective counties. The General Assembly of 1901 changed the name to county b education. With the passage of the school law of 1903 the office of county board of education was nently established and county superintendents were permanently and definitely made the executive o of the boards of education. The breaking up of the county as the sole unit of school administrati along with the growth of towns and cities and the concentration of taxable property within these a

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[3]Public Laws of 1825-26, Chapter 1, Sec. IV.

[4]Public Laws of 1838-39, Chapter VIII.

[5]Public Laws of 1868-69.

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The establishment of these independent units, beginning in 1870 with Greensboro, was accomplis special acts of the General Assembly. A separate act was written for each unit (special chart describing its boundaries, naming the governing authority, its method of selection, and its du operating the public schools of the unit. The county and separate chartered unit system, of c to this day.

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THE SITUATION IN NORTH CAROLINA

The maps and graphs which follow display important information on population, income, resources, and education in North Carolina. They have been constructed to illustrate the present situation from county to county and school administrative unit to school administrative unit across the state.

MAPS AND CHARTS

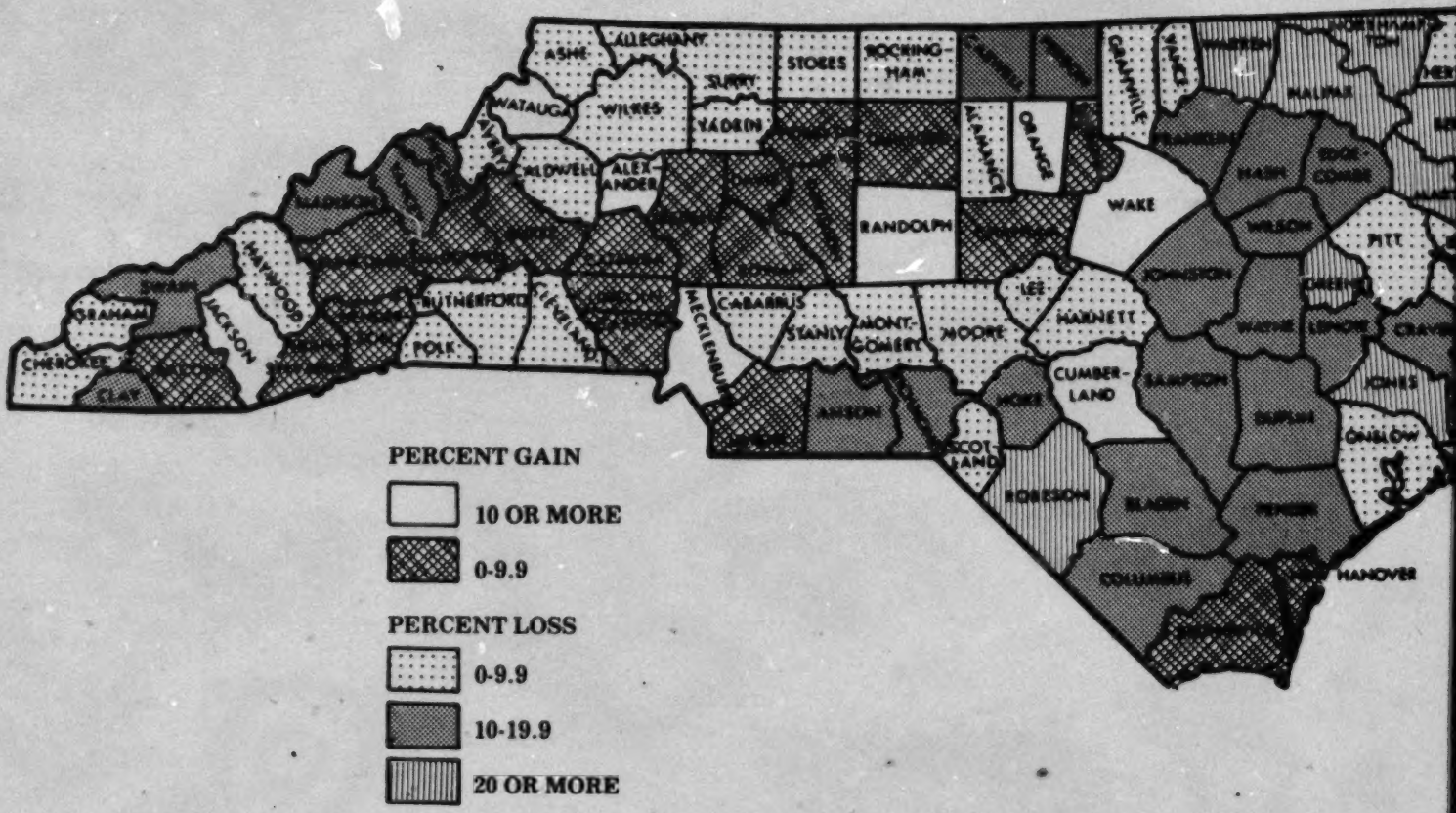
Population
Standard Of Living
Income Distribution
Education
Where The Students Are
Support Capability
Local Annual Expenditures For Education
High School Completion
High School Completion And Administrative Unit Size
High School Completion And Number Of Students Per Teacher
Grade Organization
Instructional Personnel In Elementary Schools
Instructional Personnel In High Schools
Administrative Personnel

POPULATION

- There have been major population changes in North Carolina during the last few years.
- From 1960 to 1970 eight counties experienced major growth.
- During the same period, nine counties declined in population by one-fifth or more.
- Seventy counties lost population between 1960 and 1970.
- Thirty counties gained population between 1960 and 1970.
- It is projected that between 35 and 40 of North Carolina's counties will decline in population between 1970 and 1978.

Figure 1

Population Trends
Net Migration Per 1,000 Population
1960-1970



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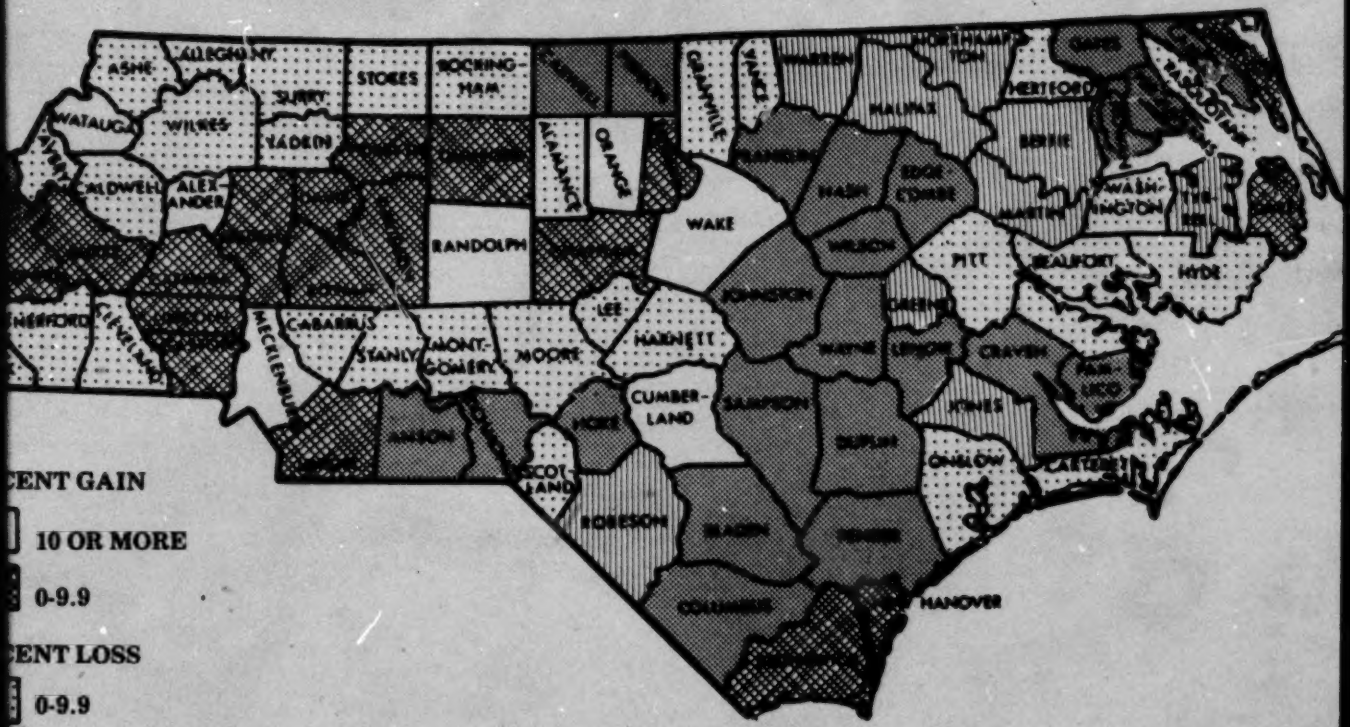
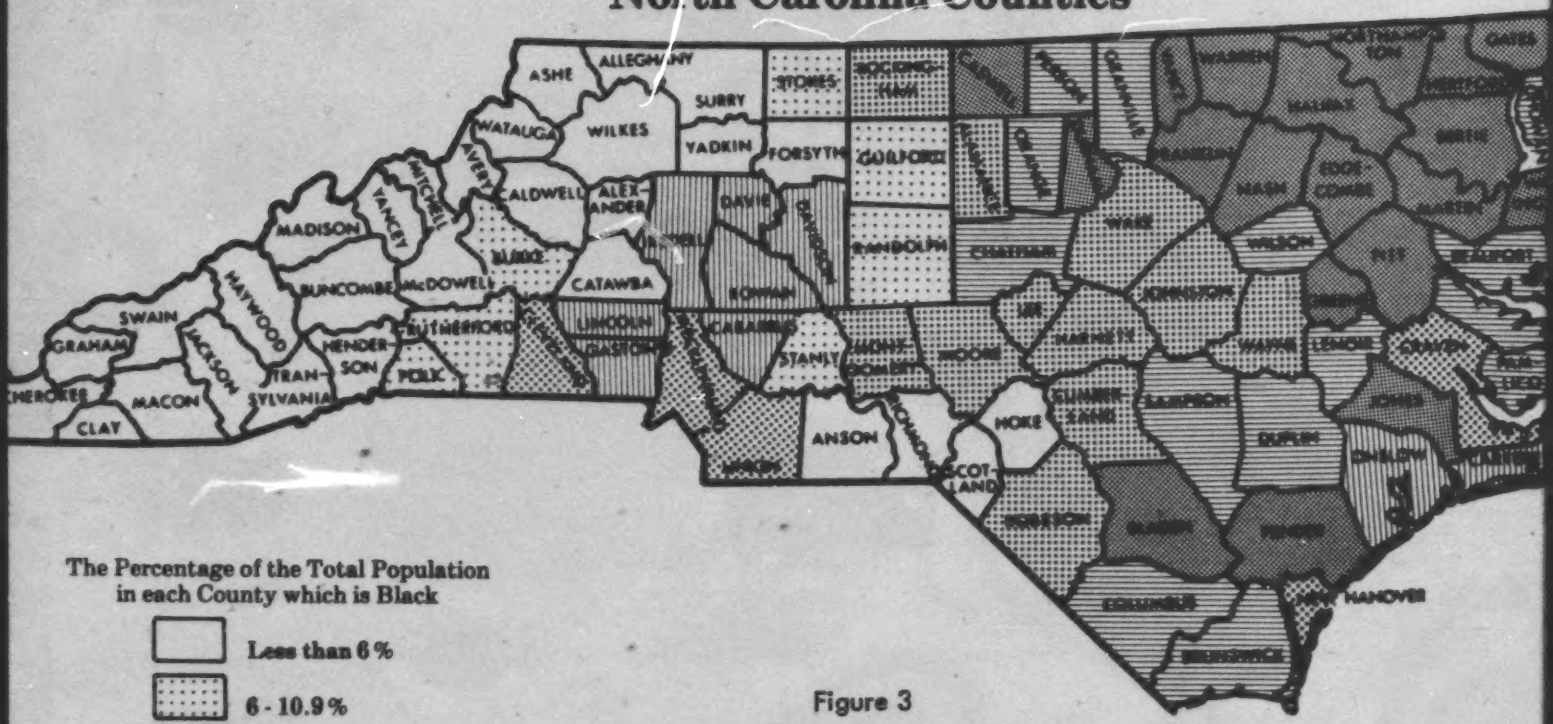


Figure 2

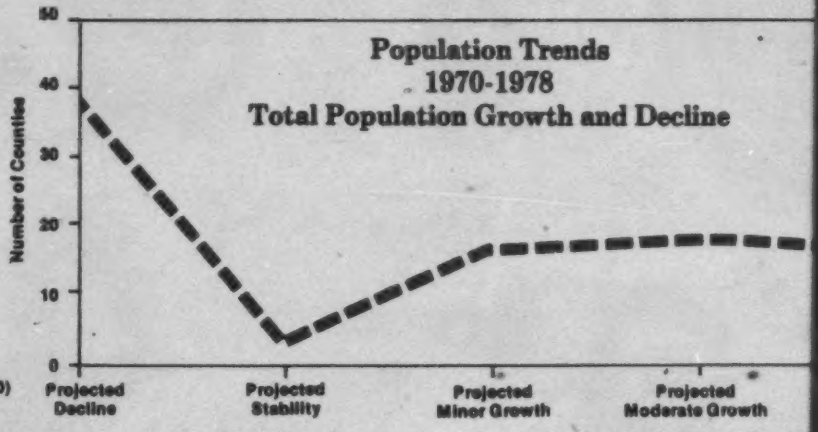
Population Characteristics Of North Carolina Counties



The Percentage of the Total Population in each County which is Black

- Less than 6 %
- 6 - 10.9 %
- 11 - 15.9 %
- 16 - 25.9 %
- 26 - 35.9 %
- Over 36 %

Figure 3



DEFINITION

Stability (up to 300 growth)
Minor Growth (500-2000)
Moderate Growth (2,000-14,000)
Major Growth (over 14,000)

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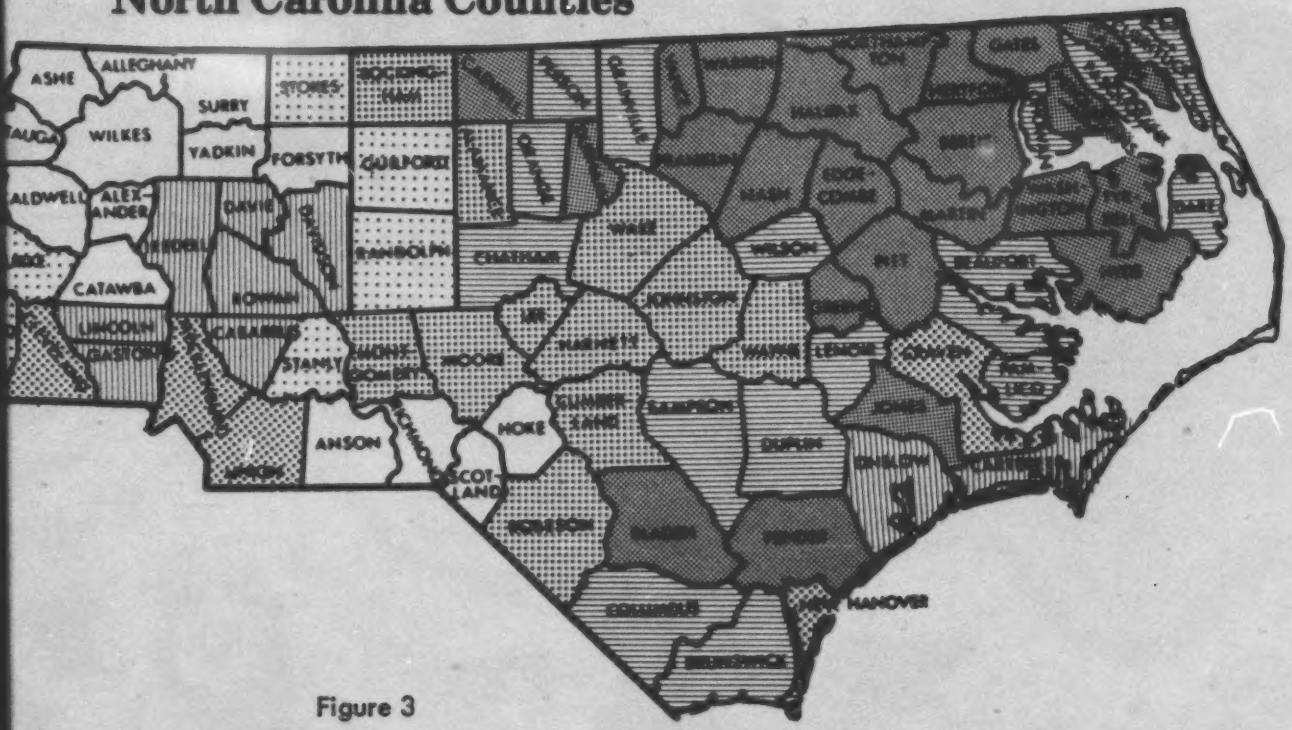

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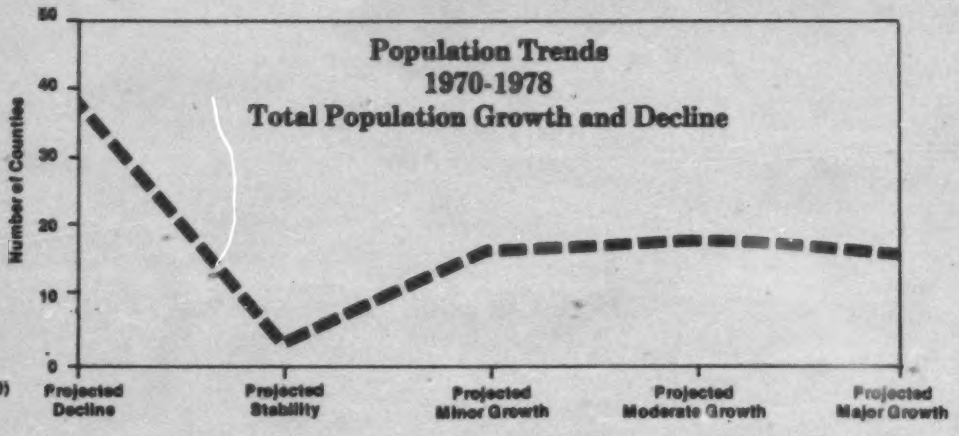

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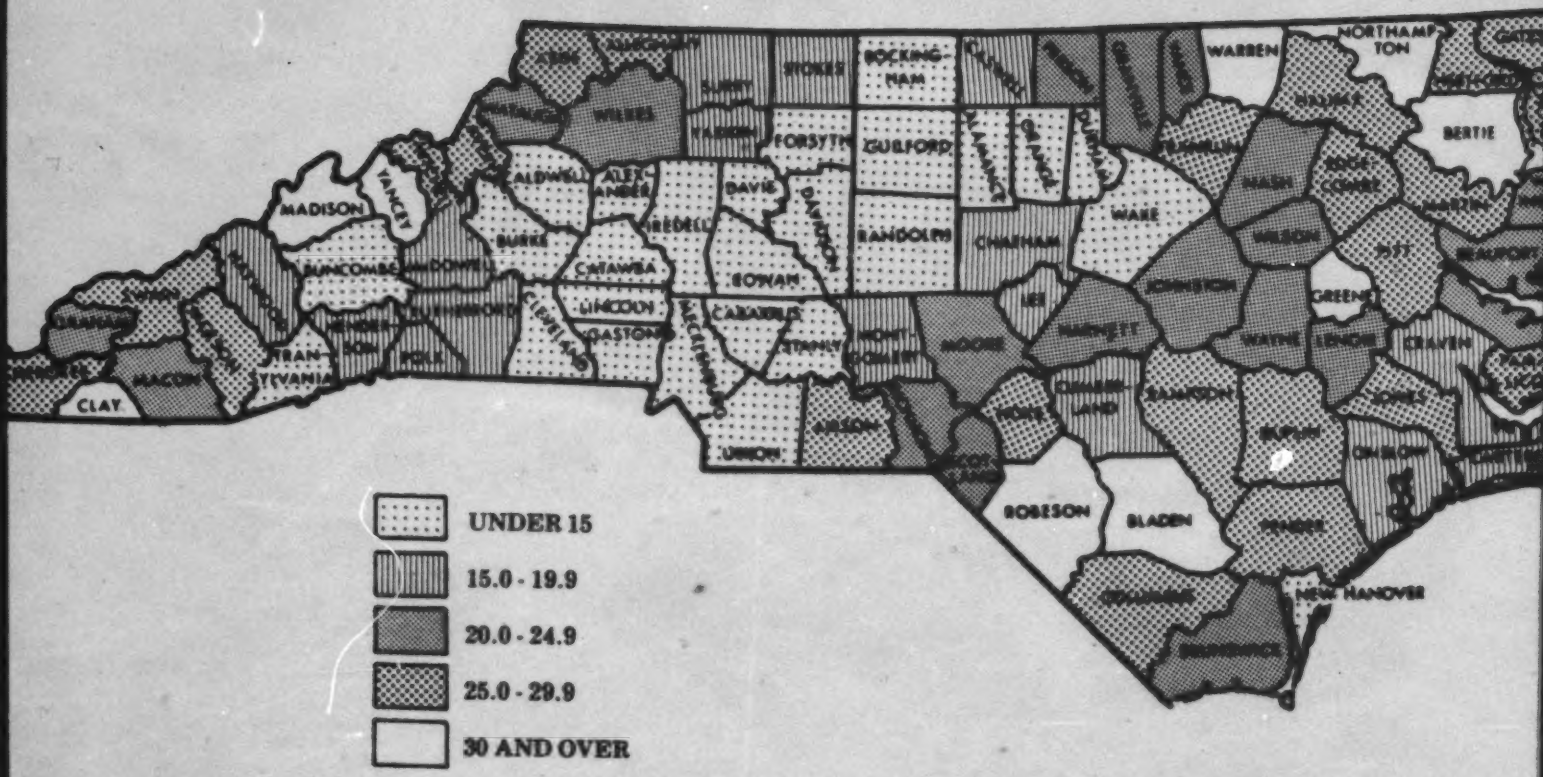
12

STANDARD OF LIVING

- Over 25 per cent of the families in 35 counties had incomes below the poverty level according to the last United States Census.
- In 10 counties at least 12.5 per cent of the families had incomes of $15,000 and more.
- Median family income was $8,000 and over in 22 counties.
- Median family income was less than $6,000 in 32 counties.
- There is a wide range of income levels in North Carolina.
- Students across North Carolina come from a wide range of economic backgrounds.

Figure 4

Per Cent of Families Below Poverty Level



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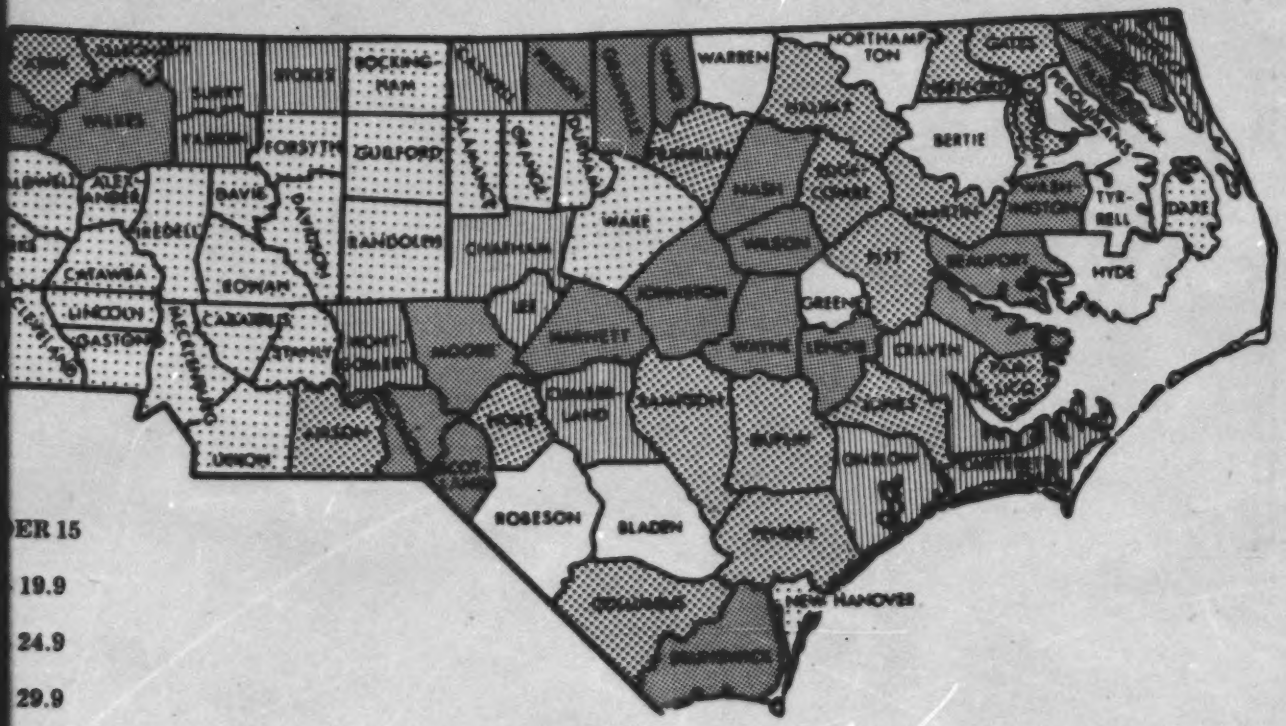


ER 15

19.9

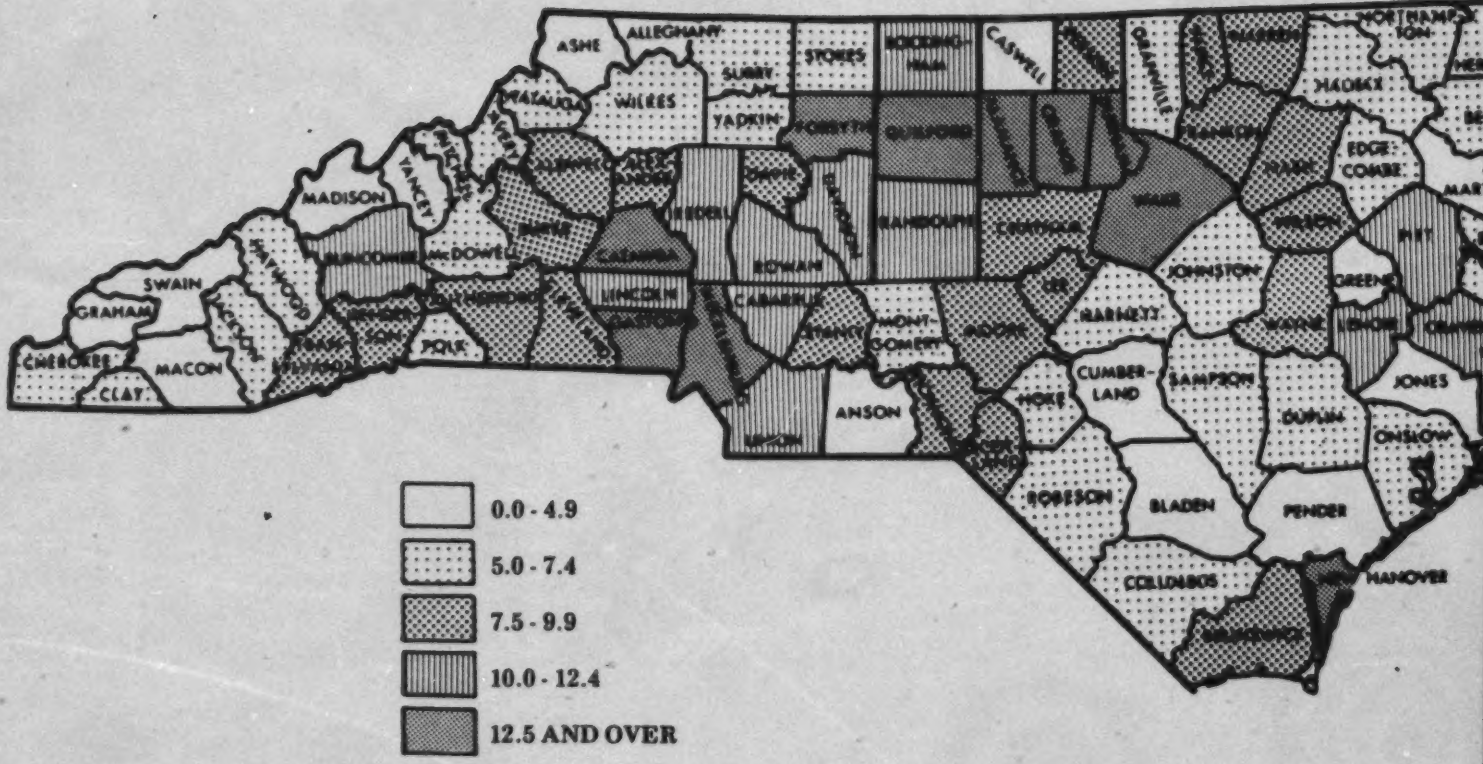
24.9

29.9

ND OVER

Figure 5

Per Cent of Families With Incomes of $15,000 and More



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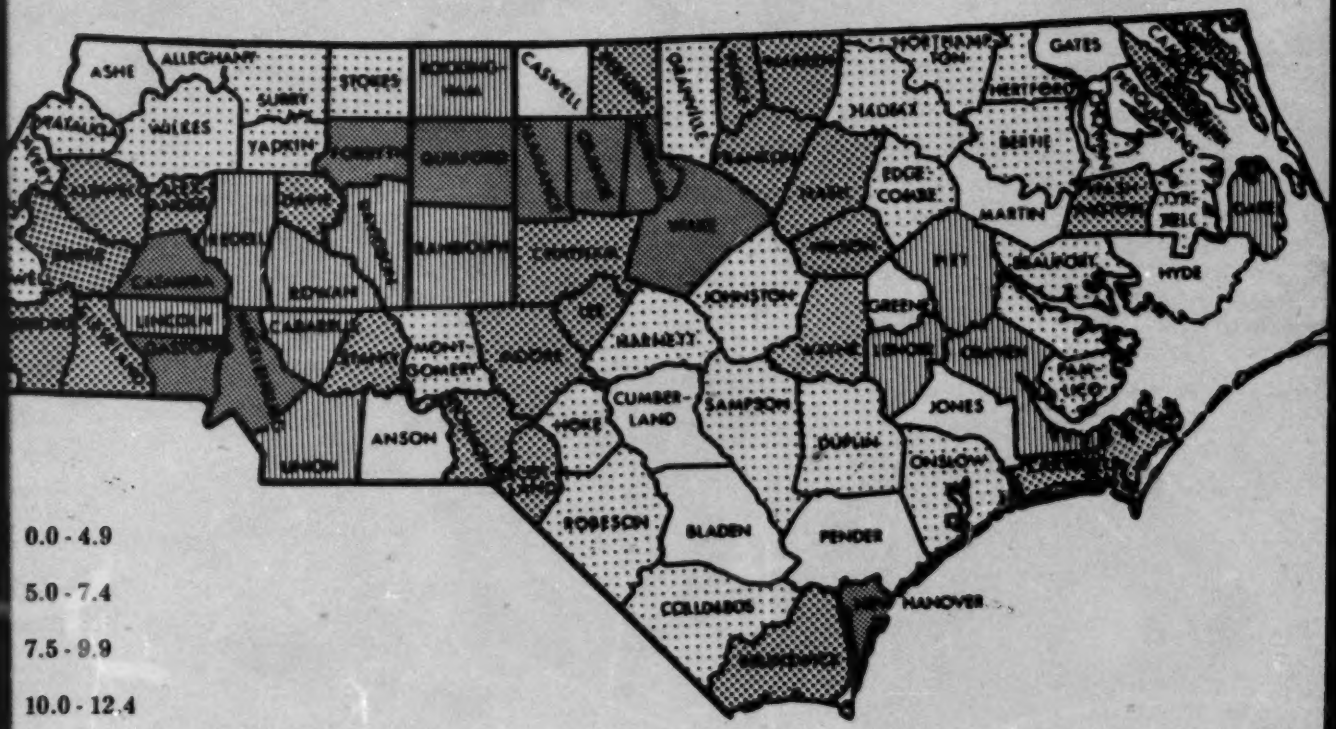


Figure 6

Median Family Income by County

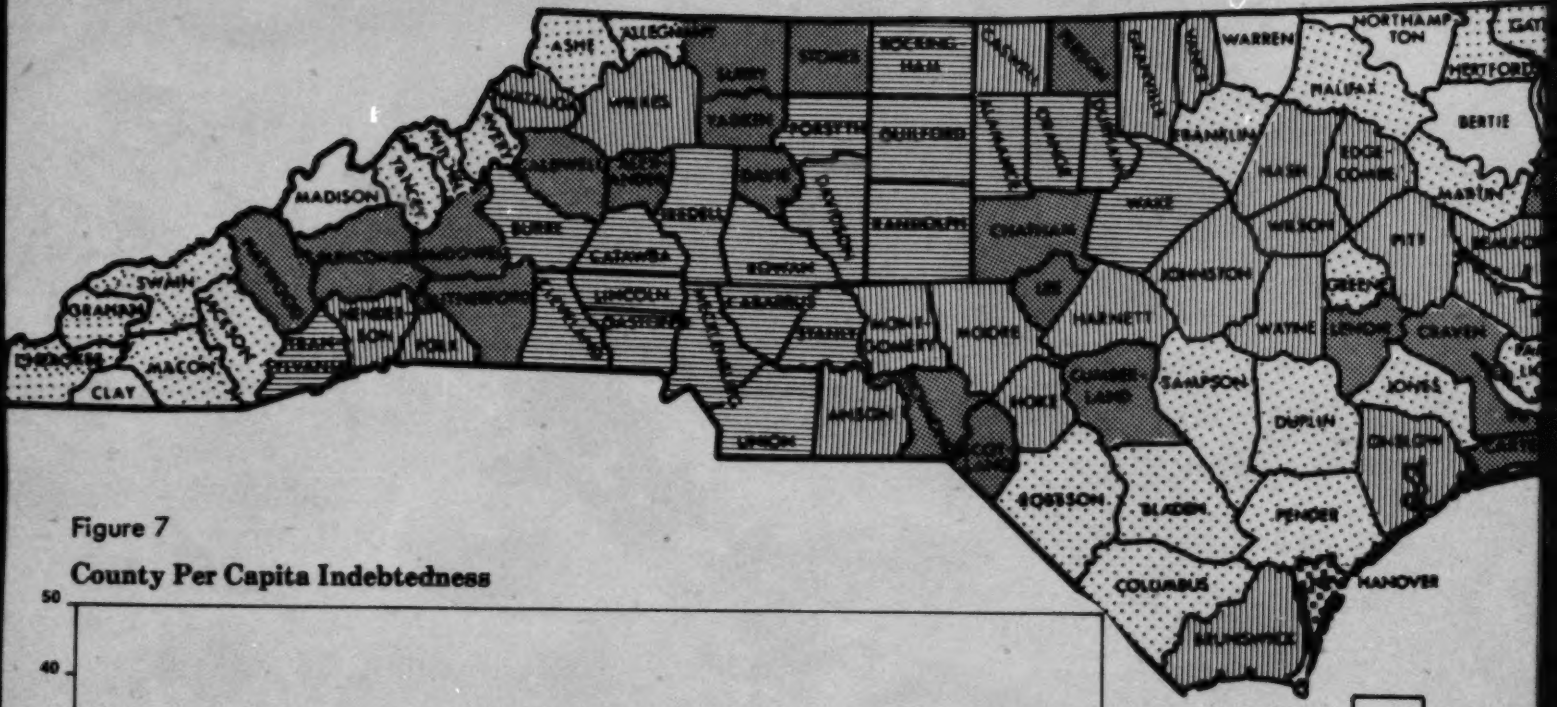
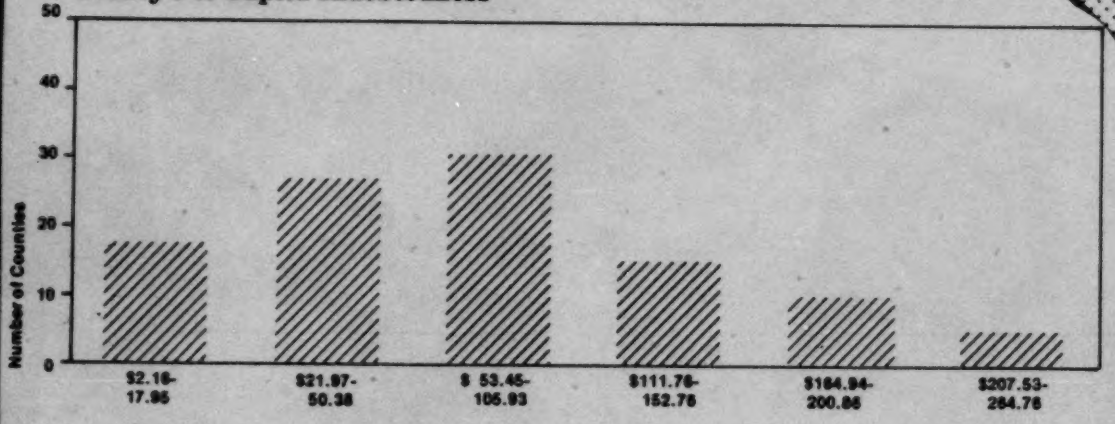


Figure 7

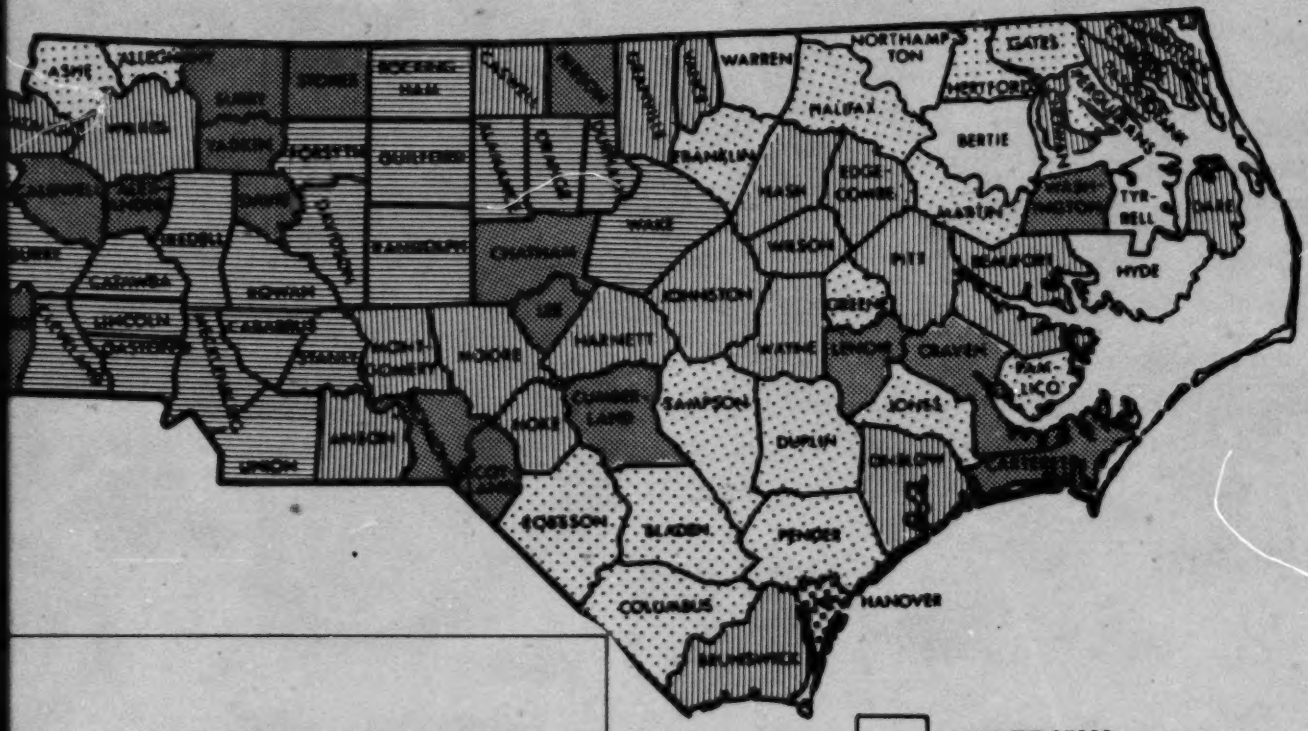
County Per Capita Indebtedness

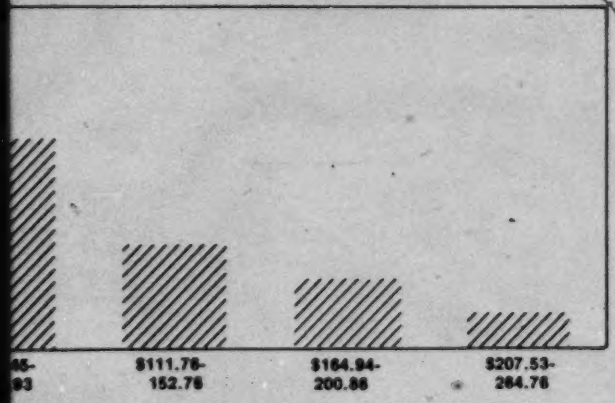


NOTE: Three counties have no debt.

Figure 6

Median Family Income by County





UNDER $5000

$5000 - 5999

$6000 - 6999

$7000 - 7999

$8000 AND OVER

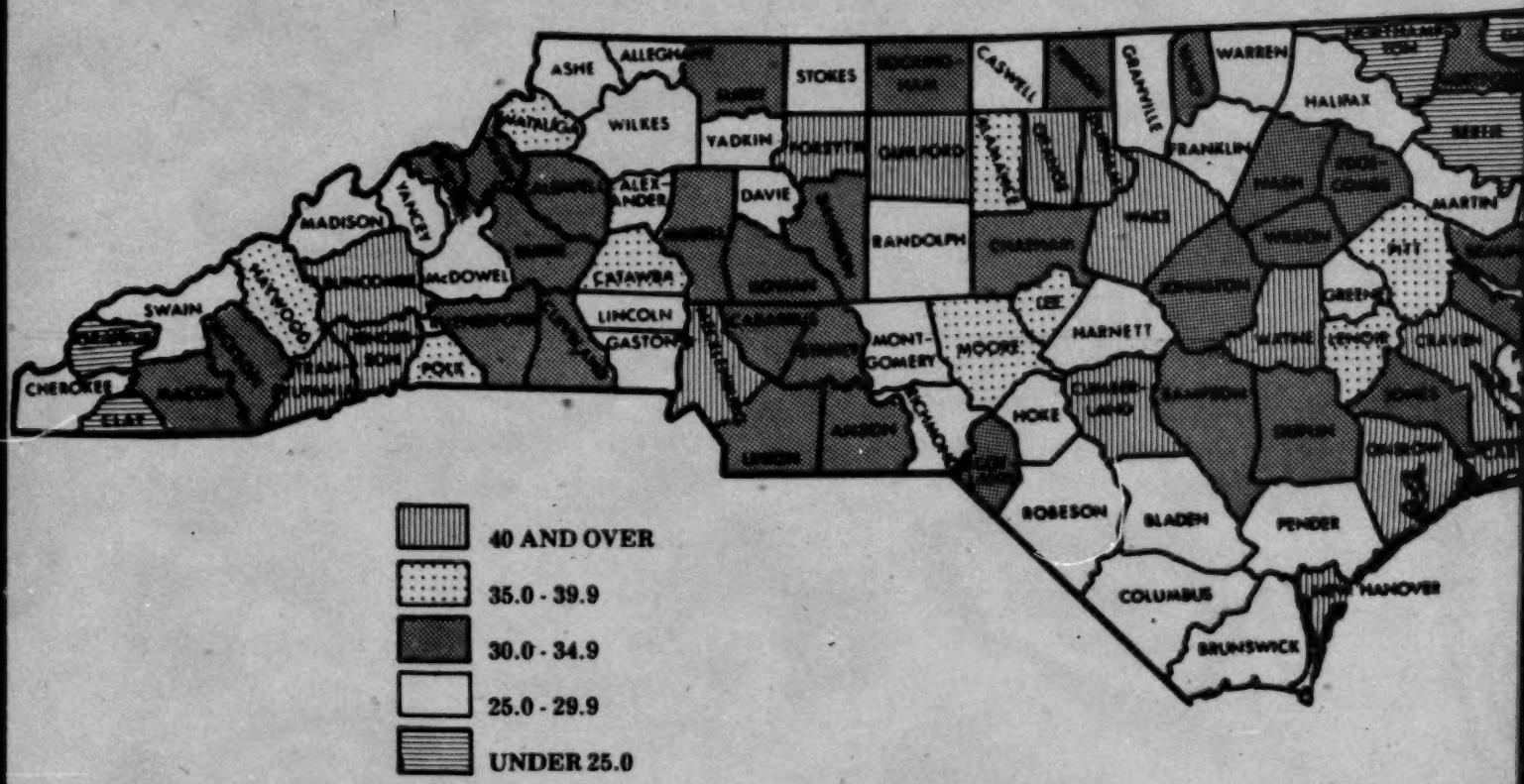
35

EDUCATION

- Over 40 per cent of all adults have completed high school in 15 North Carolina counties.
- Under 25 per cent of all adults have completed high school in seven North Carolina counties.
- Less than 30 per cent of all adults have completed high school in 41 North Carolina counties.
- For the most part, those counties which are most heavily populated have the most highly educated adult population.
- For the most part, the adult population residing within the boundaries of the larger school administrative units is the more highly educated.

Figure 8

Percent of Population Age 25 and Over With High School or Higher Education



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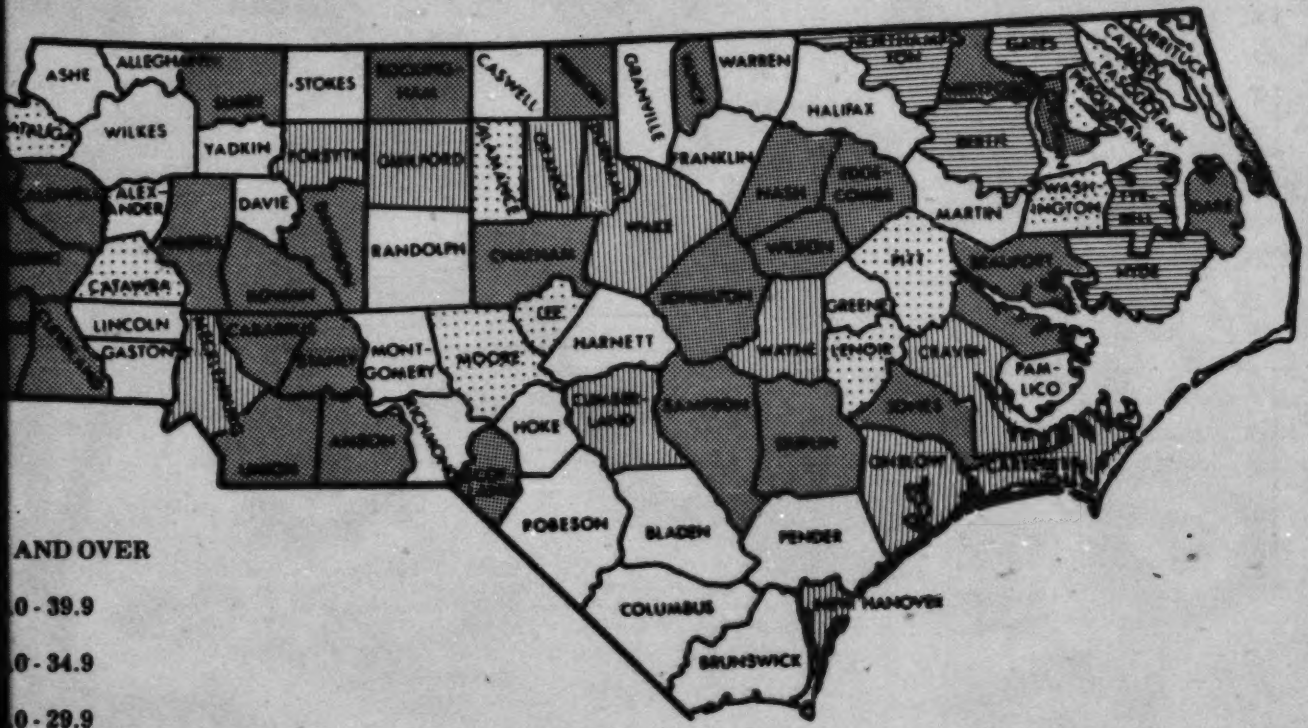


AND OVER

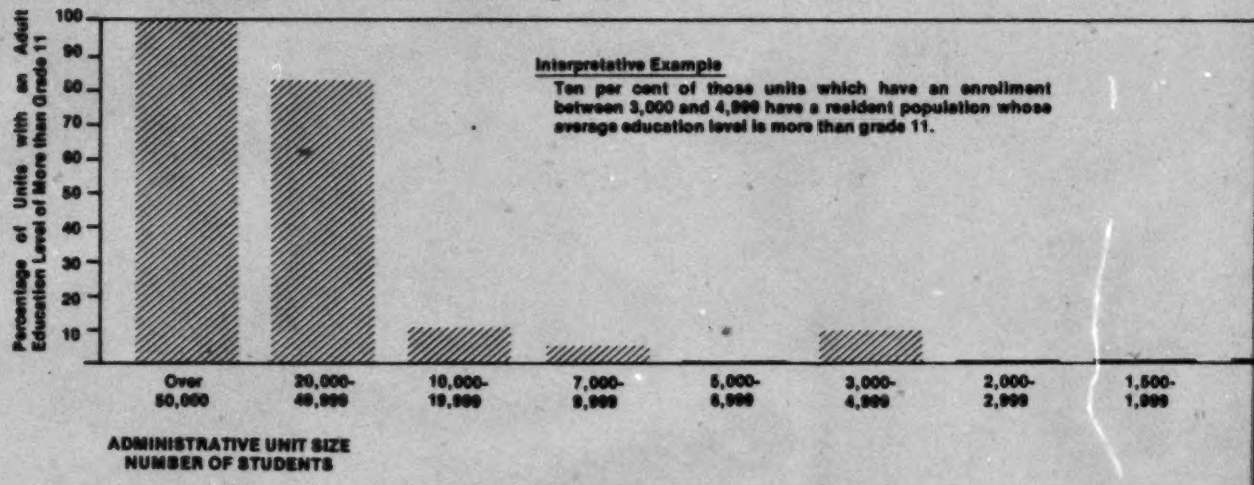
0 - 39.9

0 - 34.9

0 - 29.9

NDER 25.0

Administrative Unit Size and Average Education Level of the Resident Population



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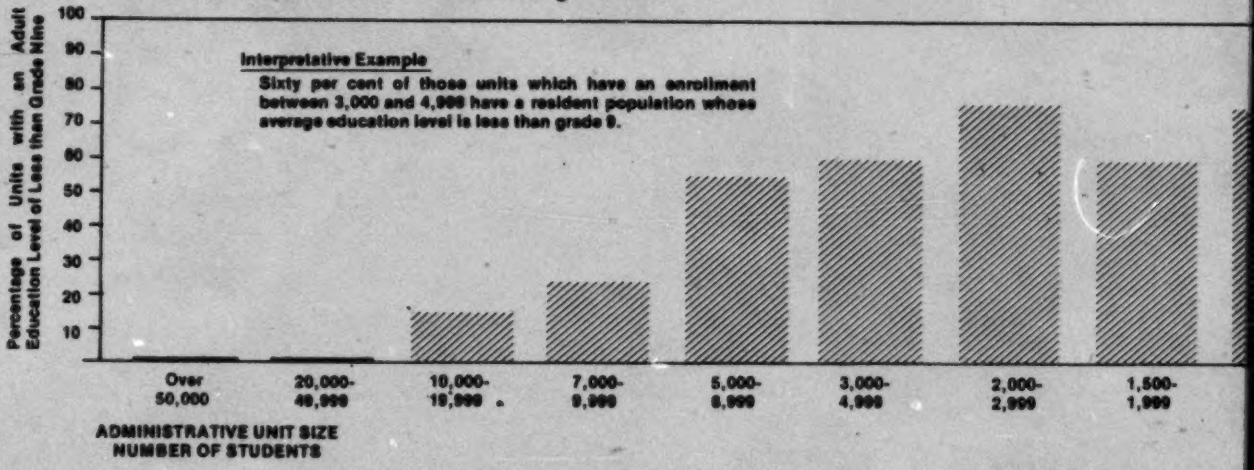

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Figure 9

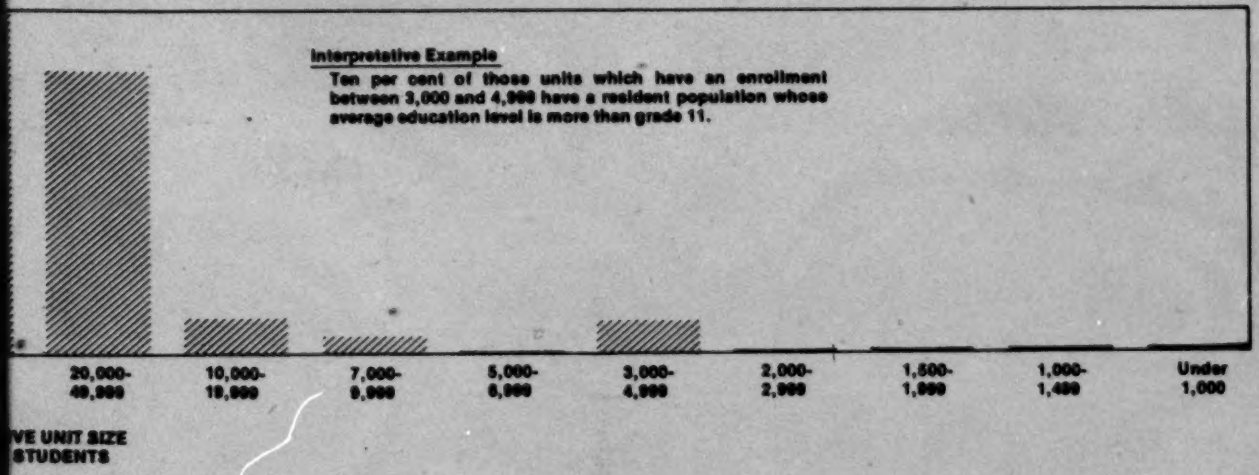

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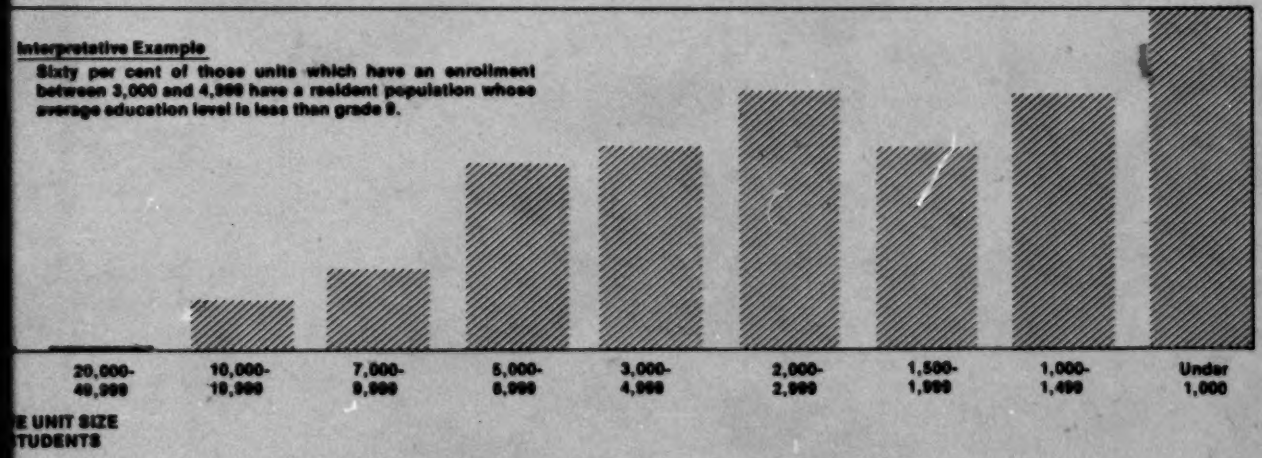
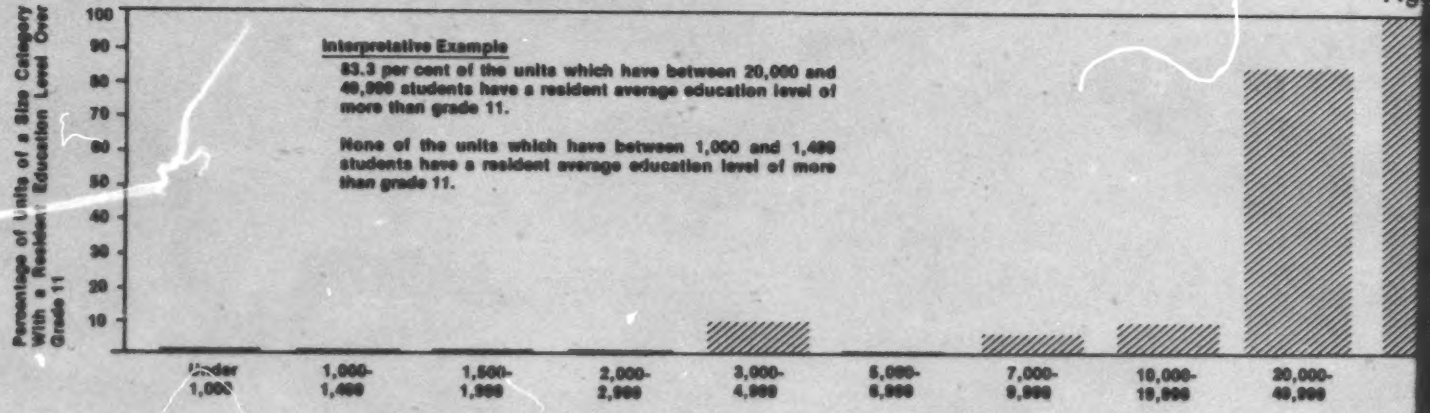
Figure 10



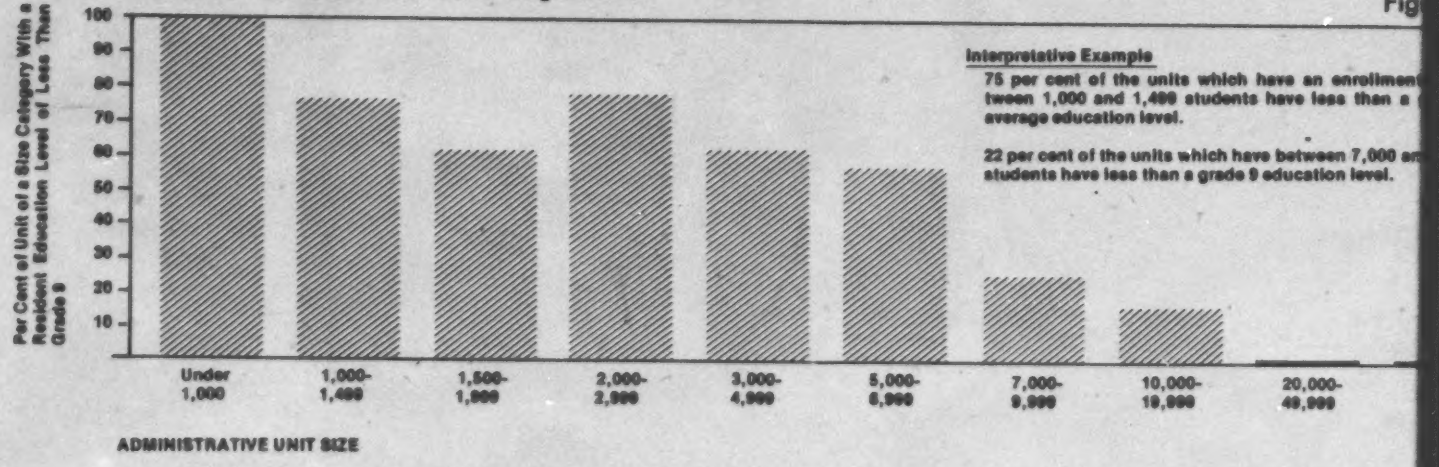
Administrative Unit Sizes and Average Education Level of the Resident Adult Population

Fig



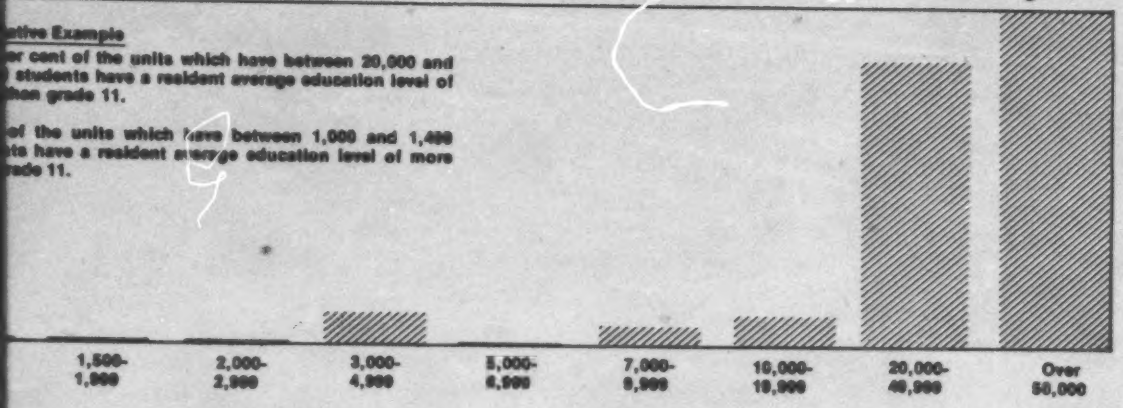
Administrative Unit Sizes and Average Education Level of the Resident Adult Population

Fig



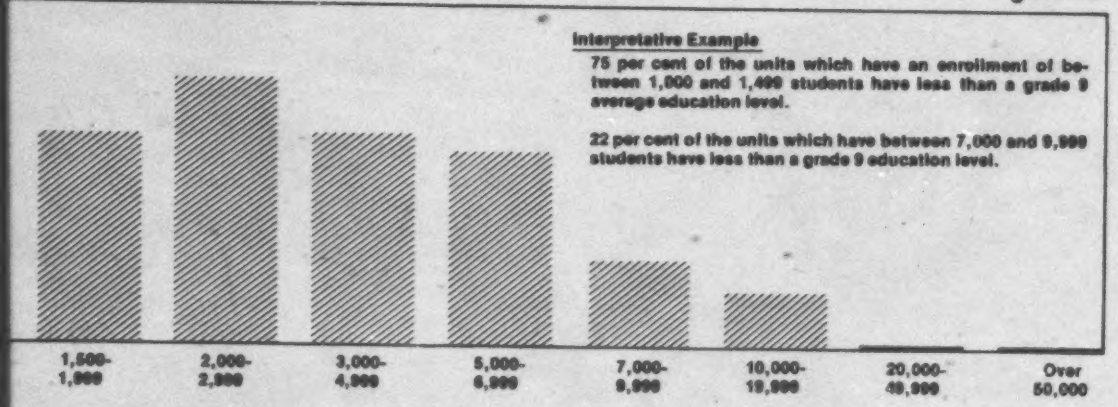
t Sizes and Average Education
t Adult Population

Figure 11



Sizes and Average Education
t Adult Population

Figure 12


Interpretative Example
75 per cent of the units which have an enrollment of between 1,000 and 1,499 students have less than a grade 9 average education level.
22 per cent of the units which have between 7,000 and 9,999 students have less than a grade 9 education level.
1,500-1,999
2,000-2,999
3,000-4,999
5,000-6,999
7,000-9,999
10,000-19,999
20,000-49,999
Over 50,000

INCOME DISTRIBUTION

- For the most part, those counties with the most highly educated population have the highest per capita income.
- For the most part, the per capita income is higher for those people living within the boundaries of the larger school administrative units.
- There are counties in the state where the per capita income is between $1,668 and $2,000.
- There are other counties where the per capita income is twice as much as in the poorer counties.

INCOME DISTRIBUTION

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poorer counties.

Figure 13

Per Capita Income

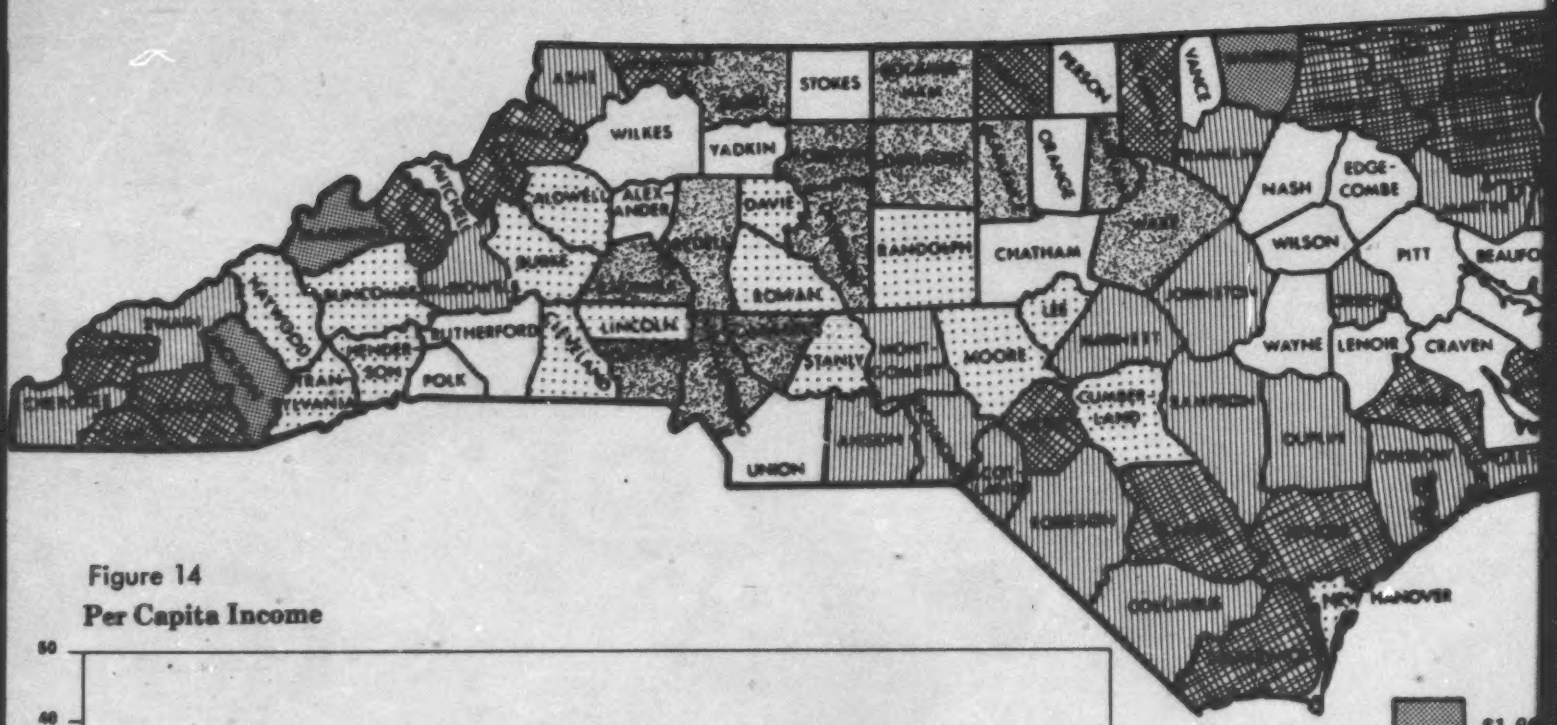


Figure 14

Per Capita Income

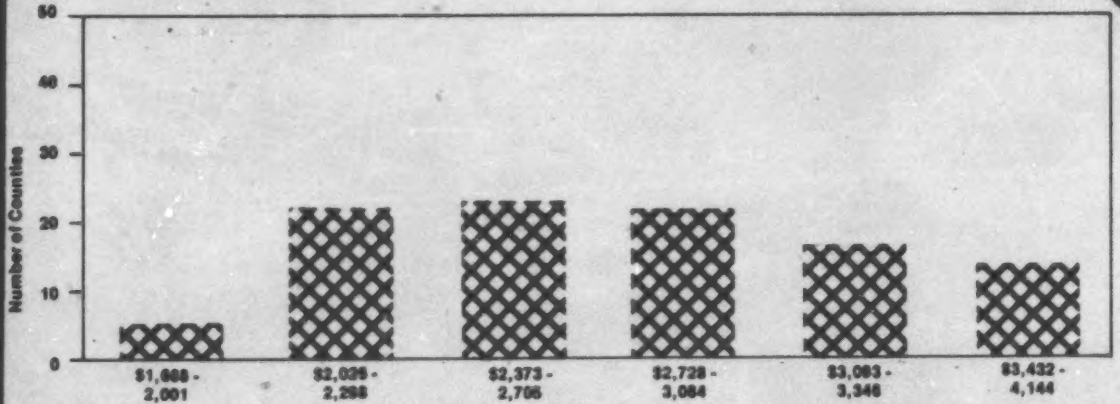


Figure 13

Per Capita Income

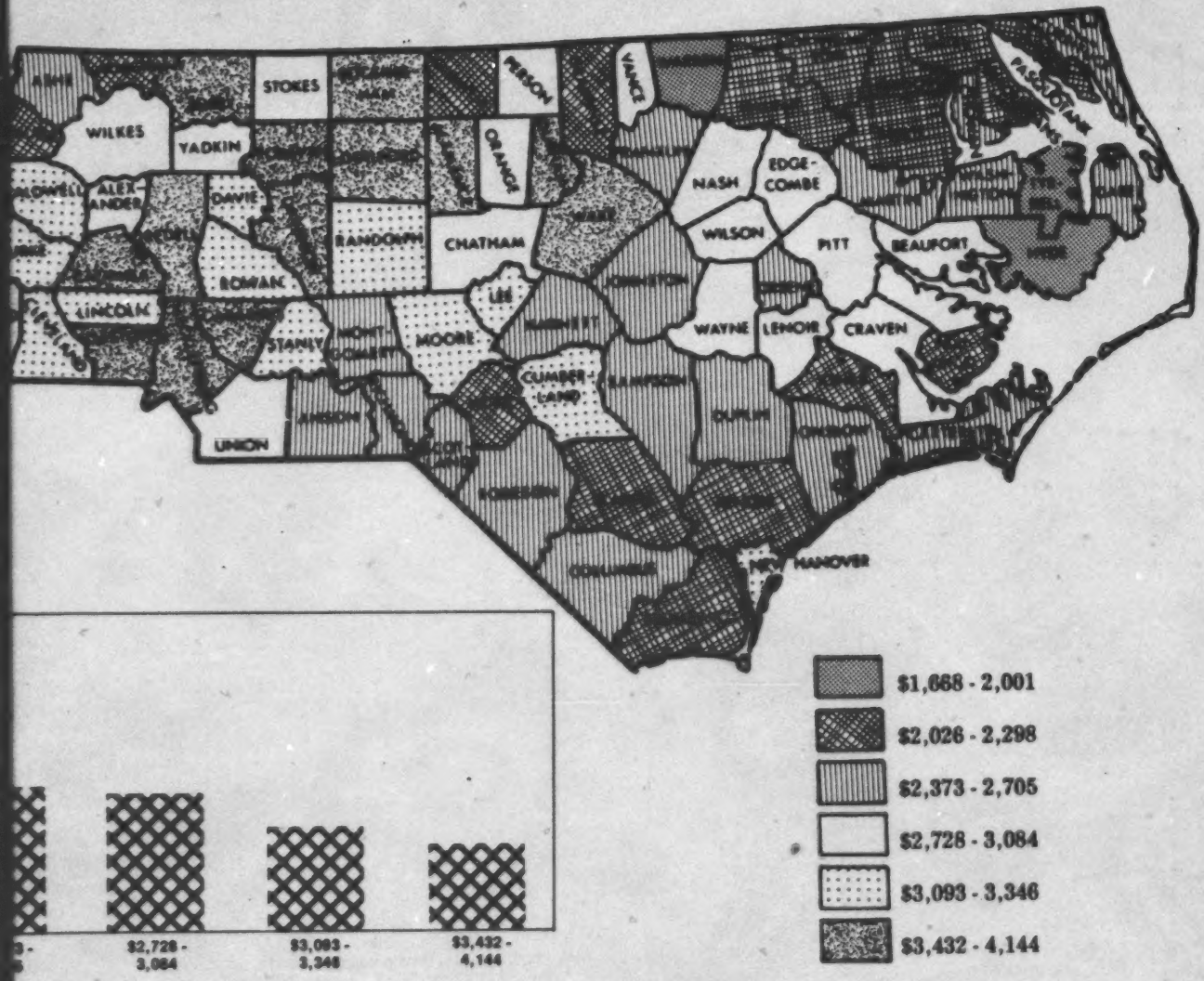


Figure 15

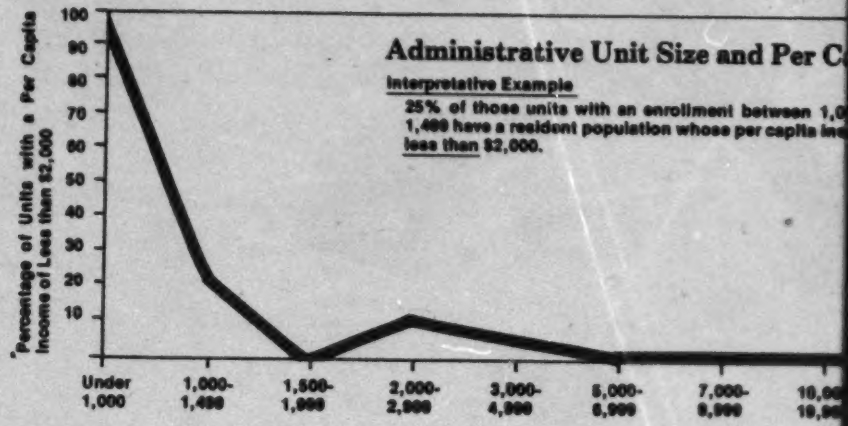


Figure 16

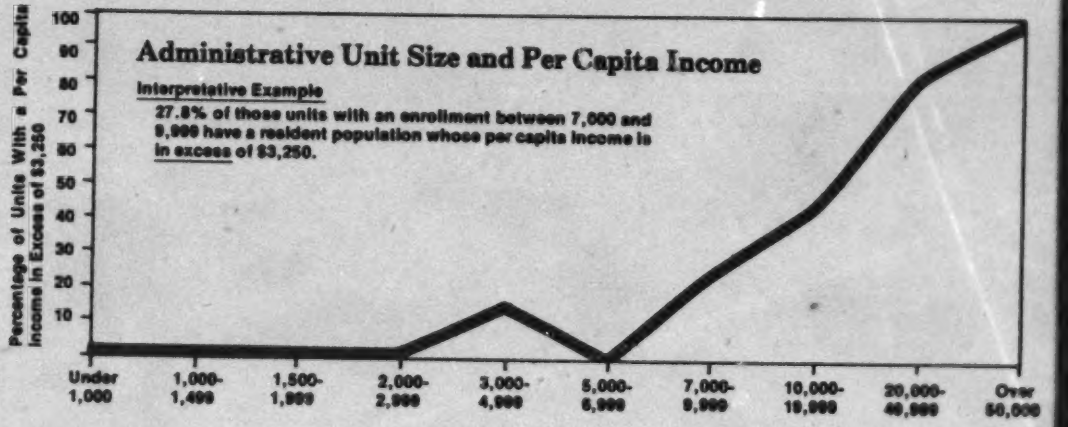
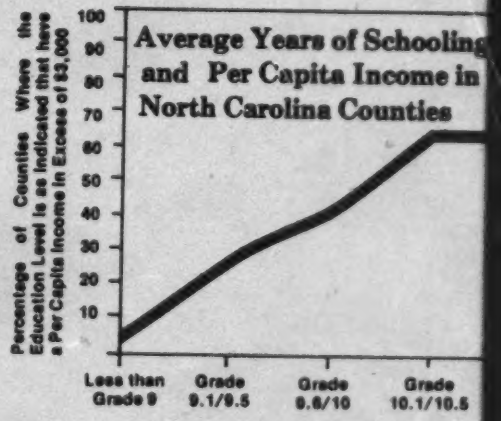


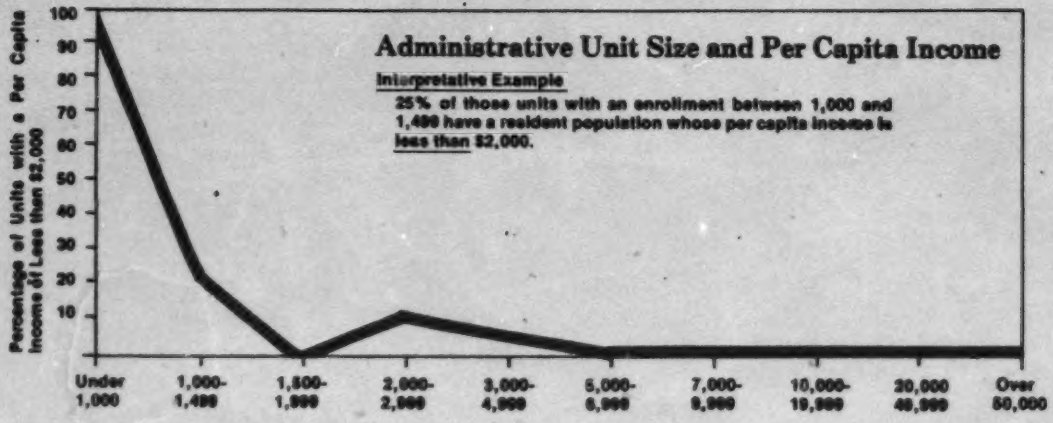
Figure 17



Interpretative Example

Approximately 82% of the counties that have an average education level of more than Grade 11 have a per capita income in excess of $3,000. Only 7% of the counties which have an education level under Grade 9 have a per capita income of over $3,000.

Figure 15



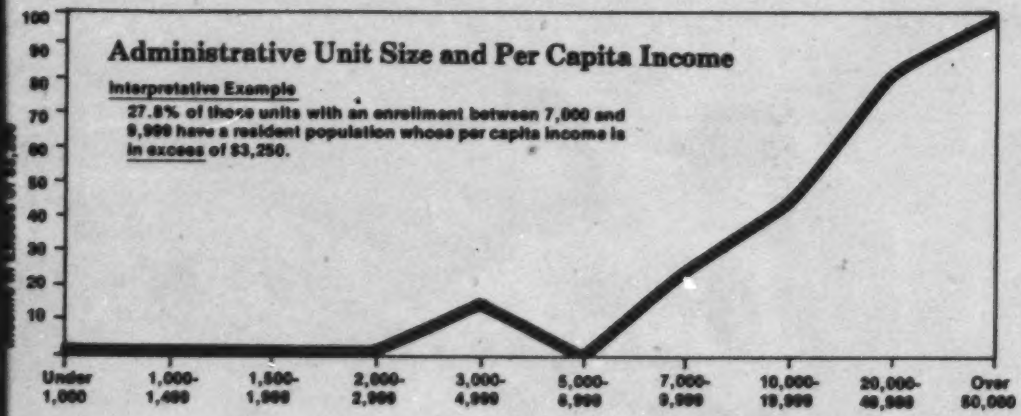


Figure 17

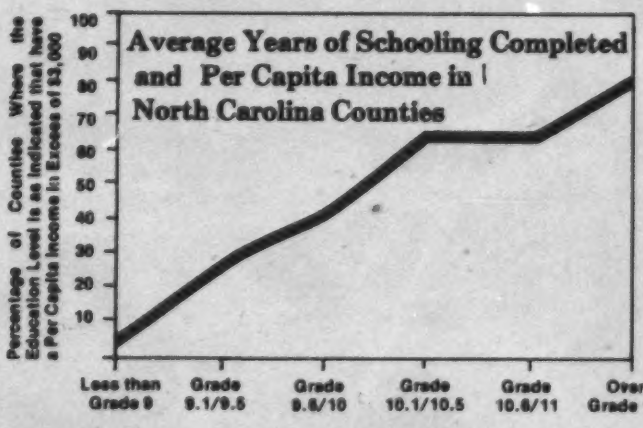


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Figure 18

Per Cent of Civilian Workers in White Collar Occupations

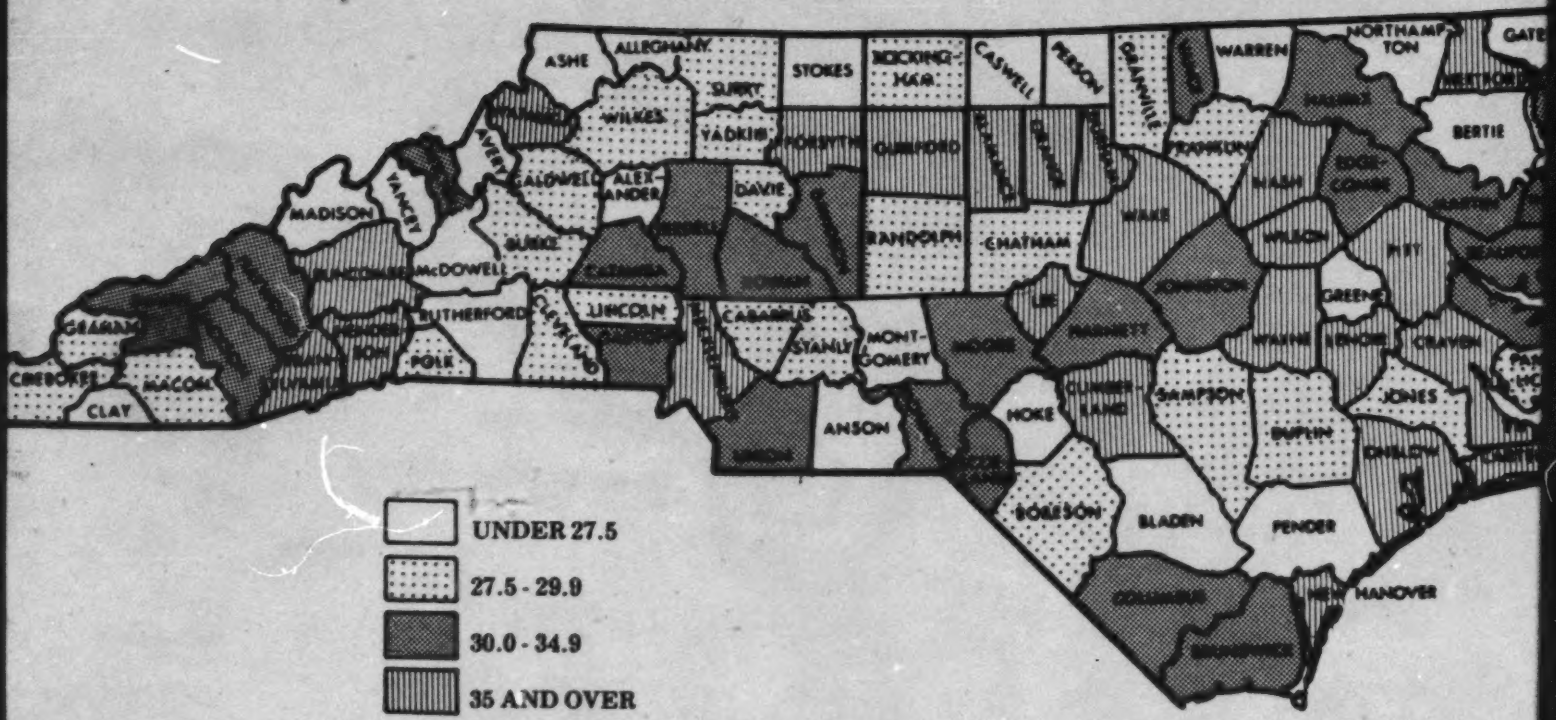
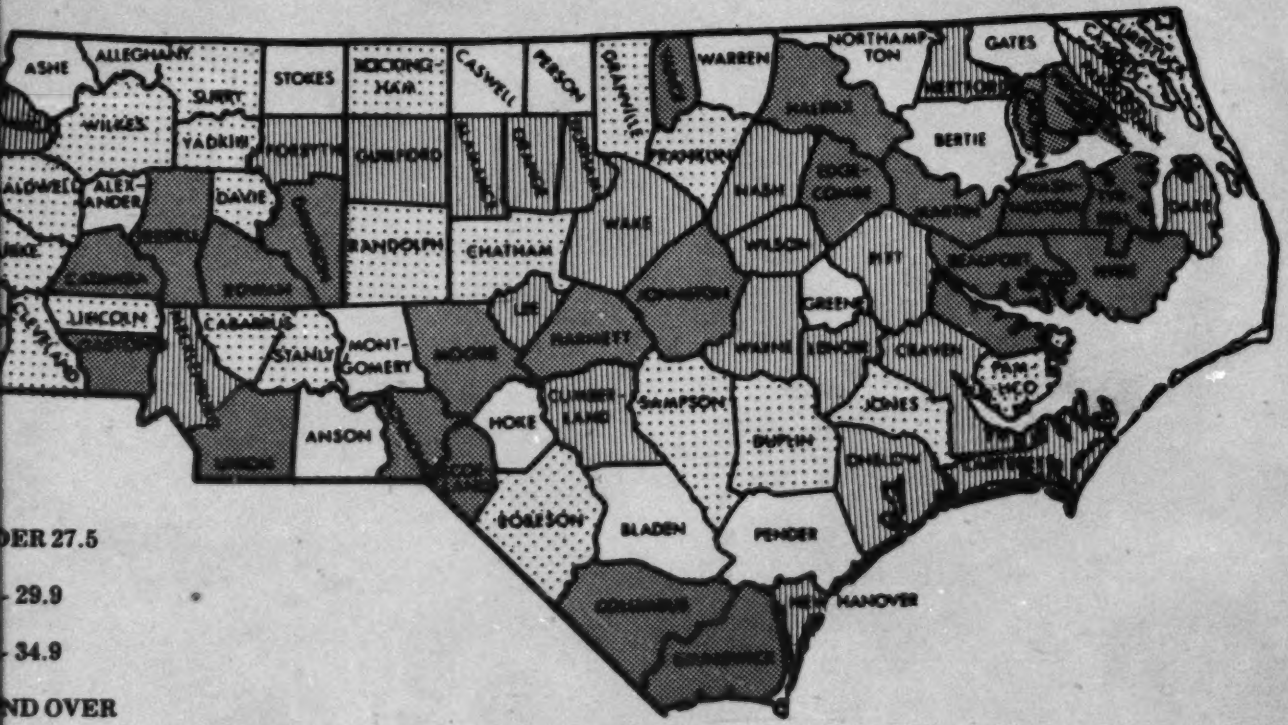


Figure 18

Per Cent of Civilian Workers in White Collar Occupations



ER 27.5

- 29.9

- 34.9

ND OVER

SUPPORT CAPABILITY

- Valuation per pupil in some North Carolina counties is nearly three times as much as it is in others.
- In 25 counties a ten cent property tax levy would generate less than $27.00 per student.
- In 16 counties such a levy would generate over $50.00 per student.
- For the most part, the larger administrative units have a greater support capability per student. There are some interesting exceptions to this.

Figure 19

Support Capability

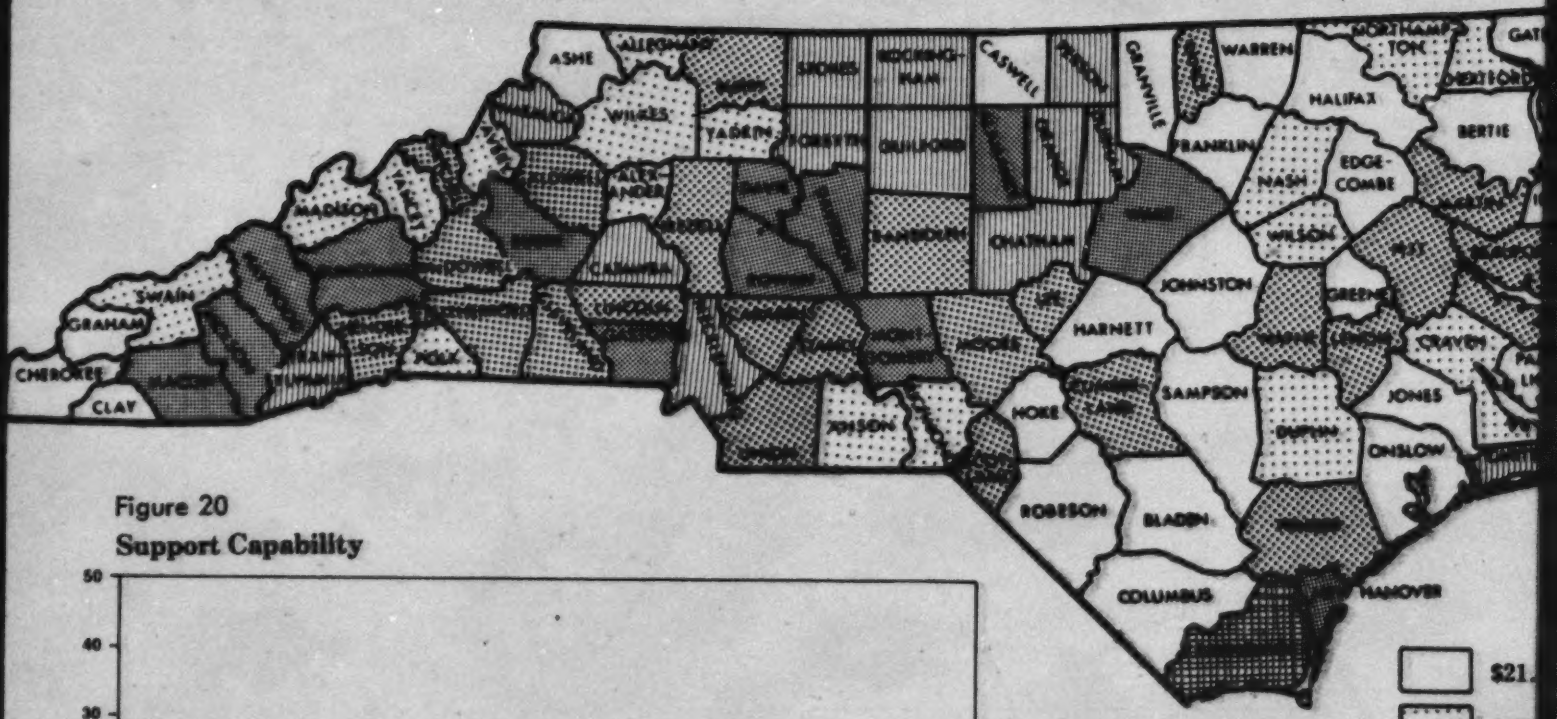
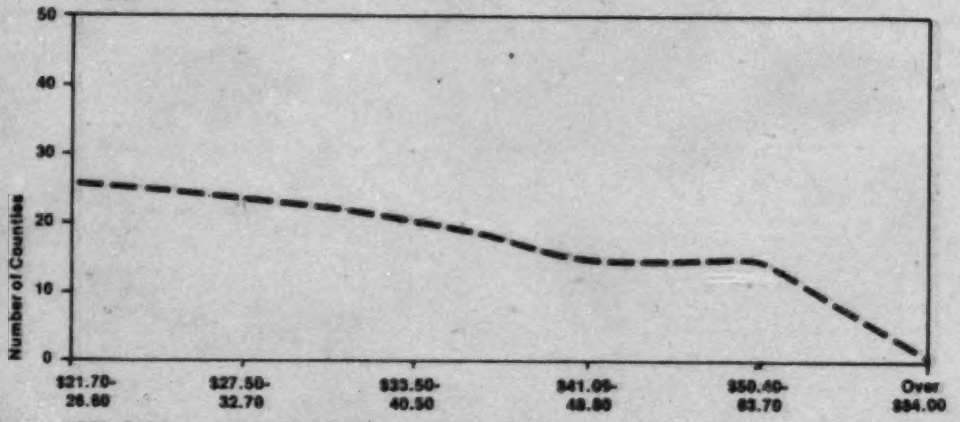


Figure 20

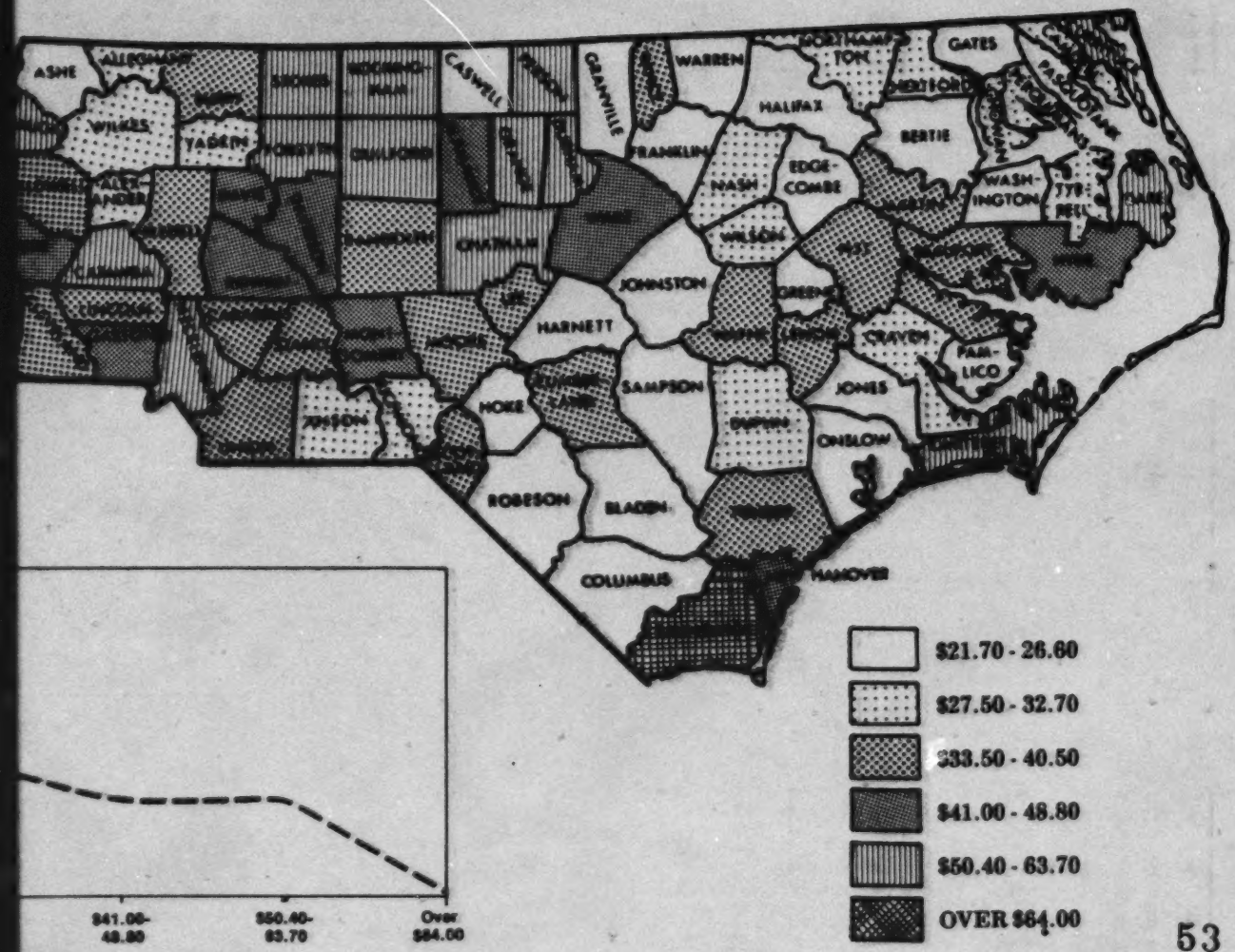
Support Capability



NOTE: Dollars per pupil which would be generated from a ten cent property tax levy.

Figure 19

Support Capability

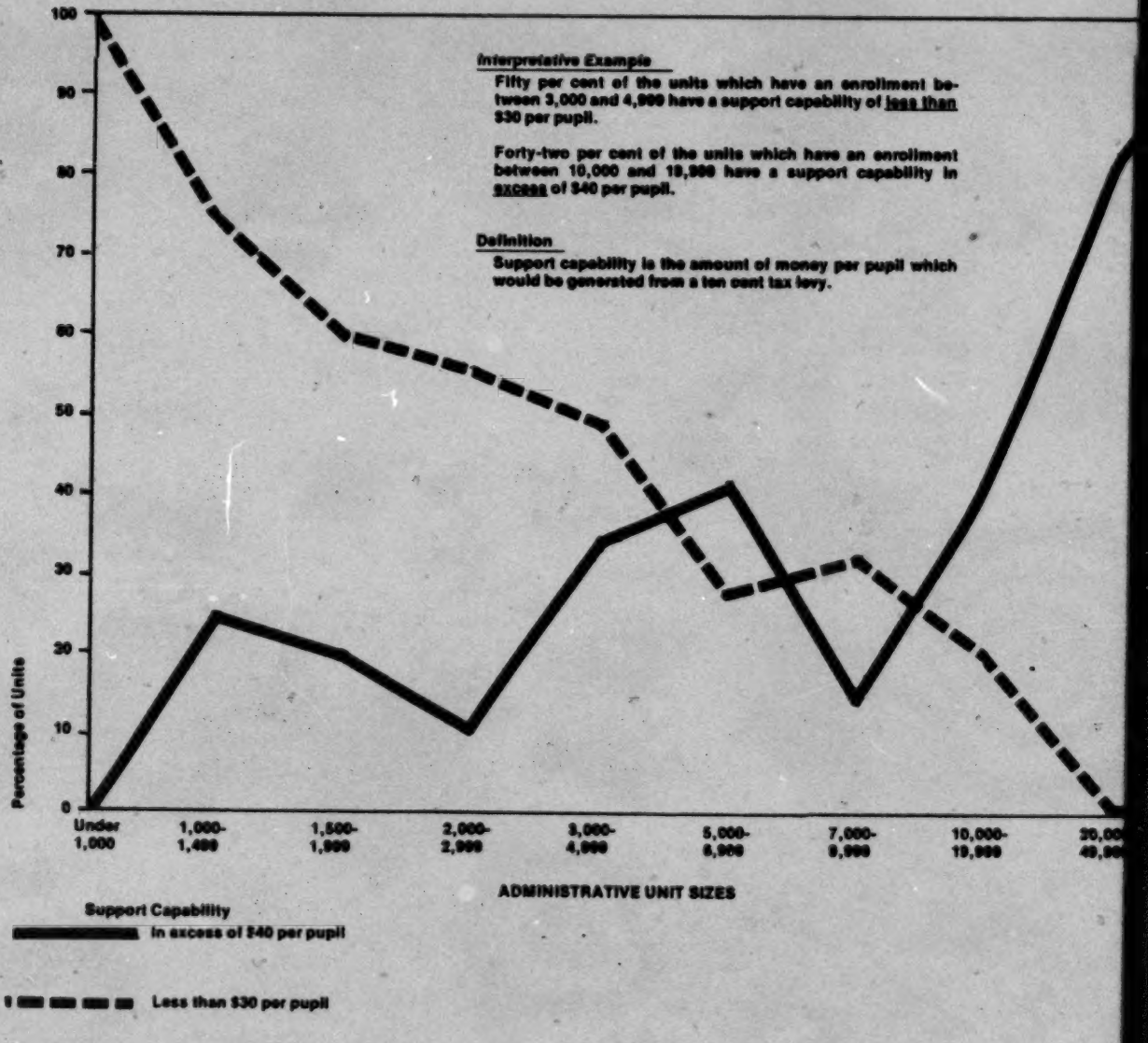


from a ten cent property tax levy.

53

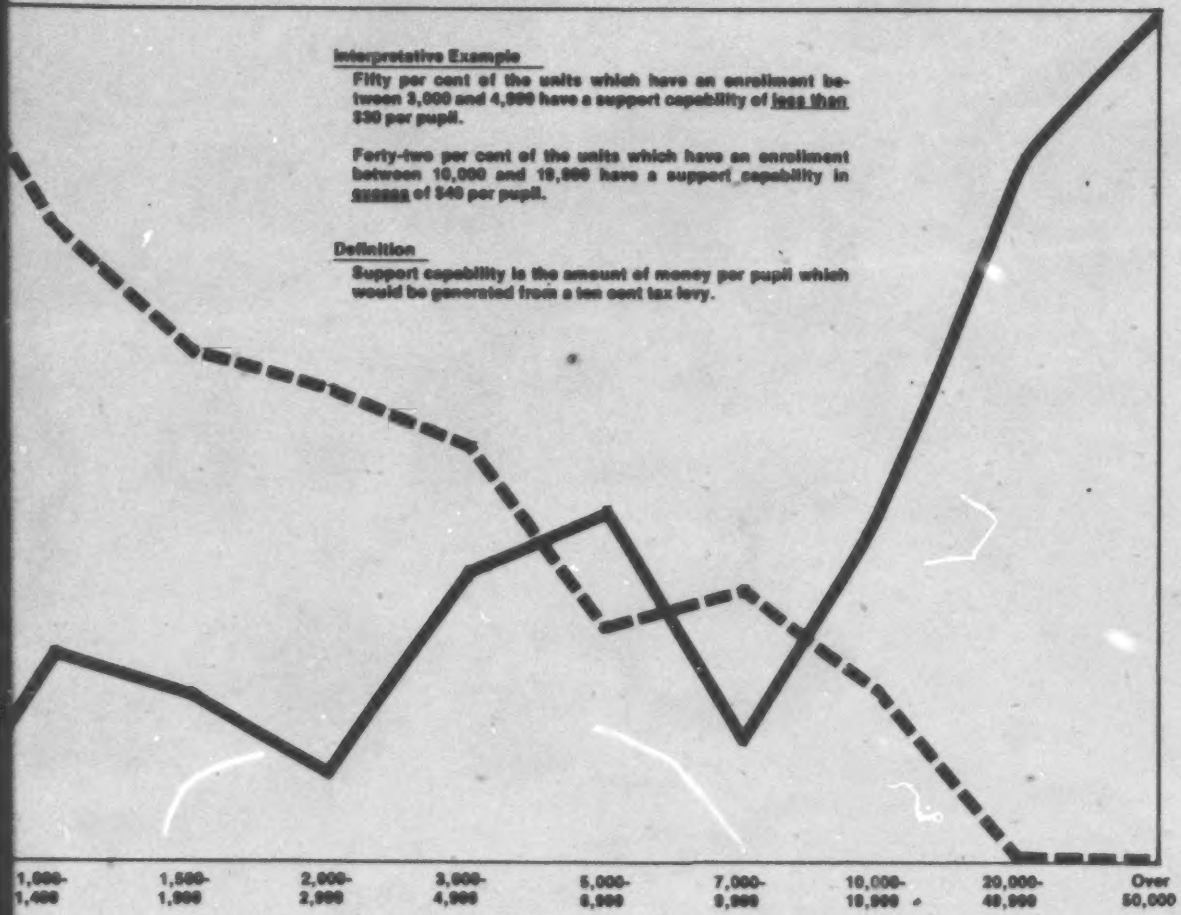
Figure 21

Administrative Unit Size and Support Capability


Interpretative Example
Fifty per cent of the units which have an enrollment between 3,000 and 4,999 have a support capability of less than $30 per pupil.
Forty-two per cent of the units which have an enrollment between 10,000 and 19,999 have a support capability in excess of $40 per pupil.
Definition
Support capability is the amount of money per pupil which would be generated from a ten cent tax levy.
Percentage of Units
100
90
80
70
60
50
40
30
20
10
0
Under 1,000
1,000- 1,499
1,500- 1,999
2,000- 2,999
3,000- 4,999
5,000- 6,999
7,000- 9,999
10,000- 19,999
ADMINISTRATIVE UNIT SIZES
Support Capability
In excess of $40 per pupil
Less than $30 per pupil

21

istrative Unit Size and Support Capability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Support capability is the amount of money per pupil which would be generated from a ten cent tax levy.
1,000-1,499
1,500-1,999
2,000-2,999
3,000-4,999
5,000-6,999
7,000-9,999
10,000-19,999
20,000-49,999
Over 50,000
ADMINISTRATIVE UNIT SIZES
ability
cess of $40 per pupil
than $30 per pupil

WHERE THE STUDENTS ARE

- While there are administrative units in the state with fewer than 2,000 students and more than 20,000 students, most units fall between this range.
- Student population continues to change markedly.
- It is projected that between 1970 and 1978 six administrative units will experience substantial growth.
- During that same period it is projected that 14 administrative units will experience minor growth.
- Most units are projected to have a declining population between 1970 and 1978.

Figure 22

Profile of County and City Administra

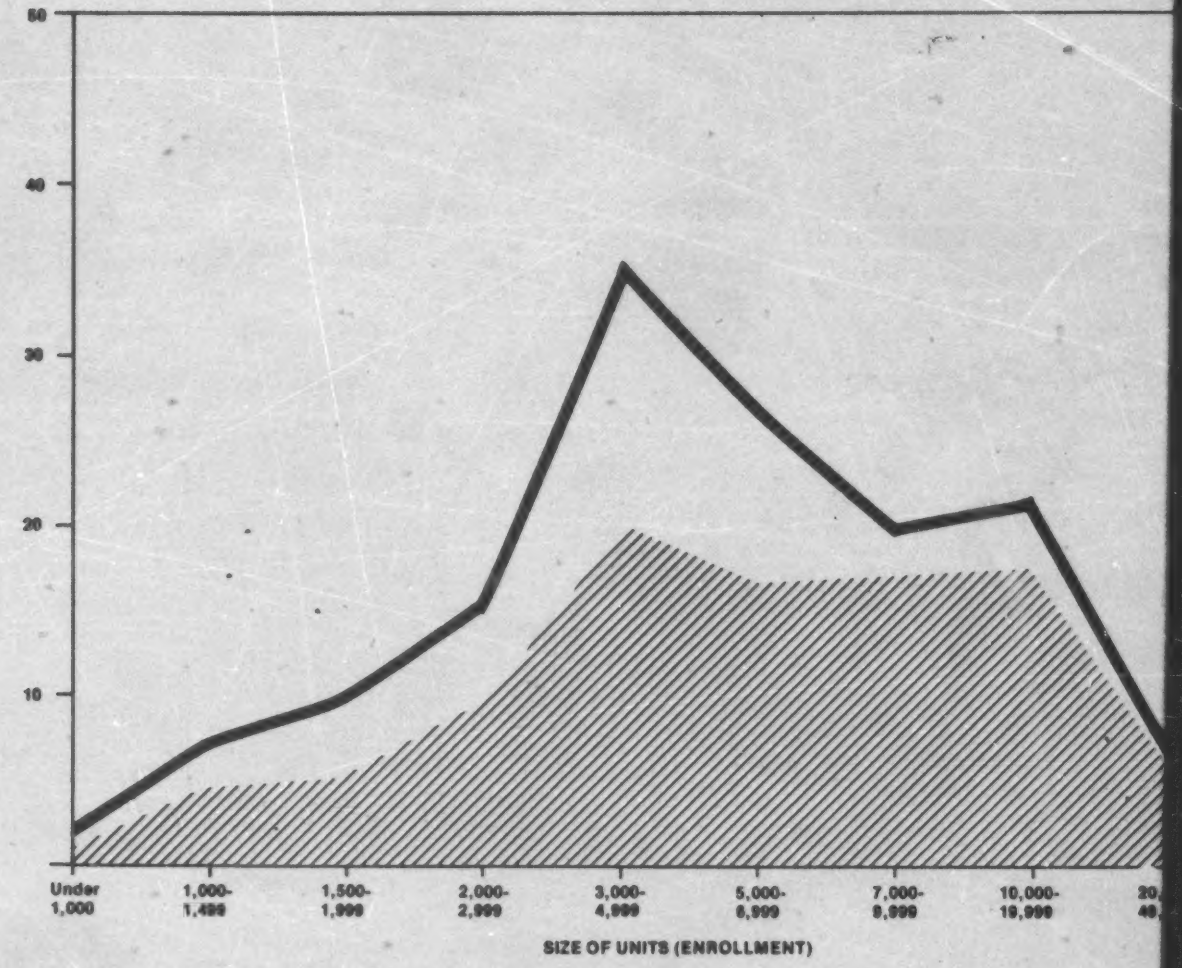
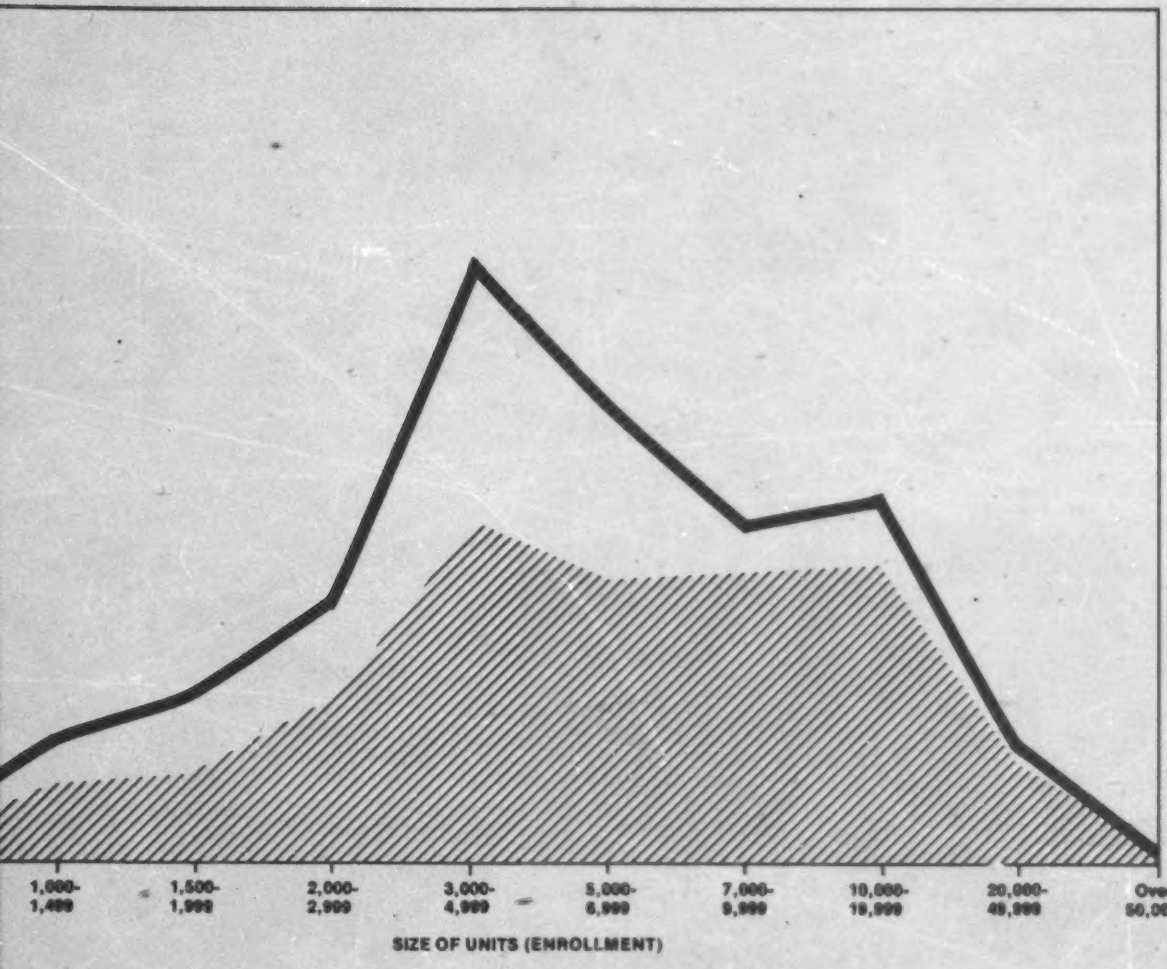


Figure 22

Profile of County and City Administrative Units

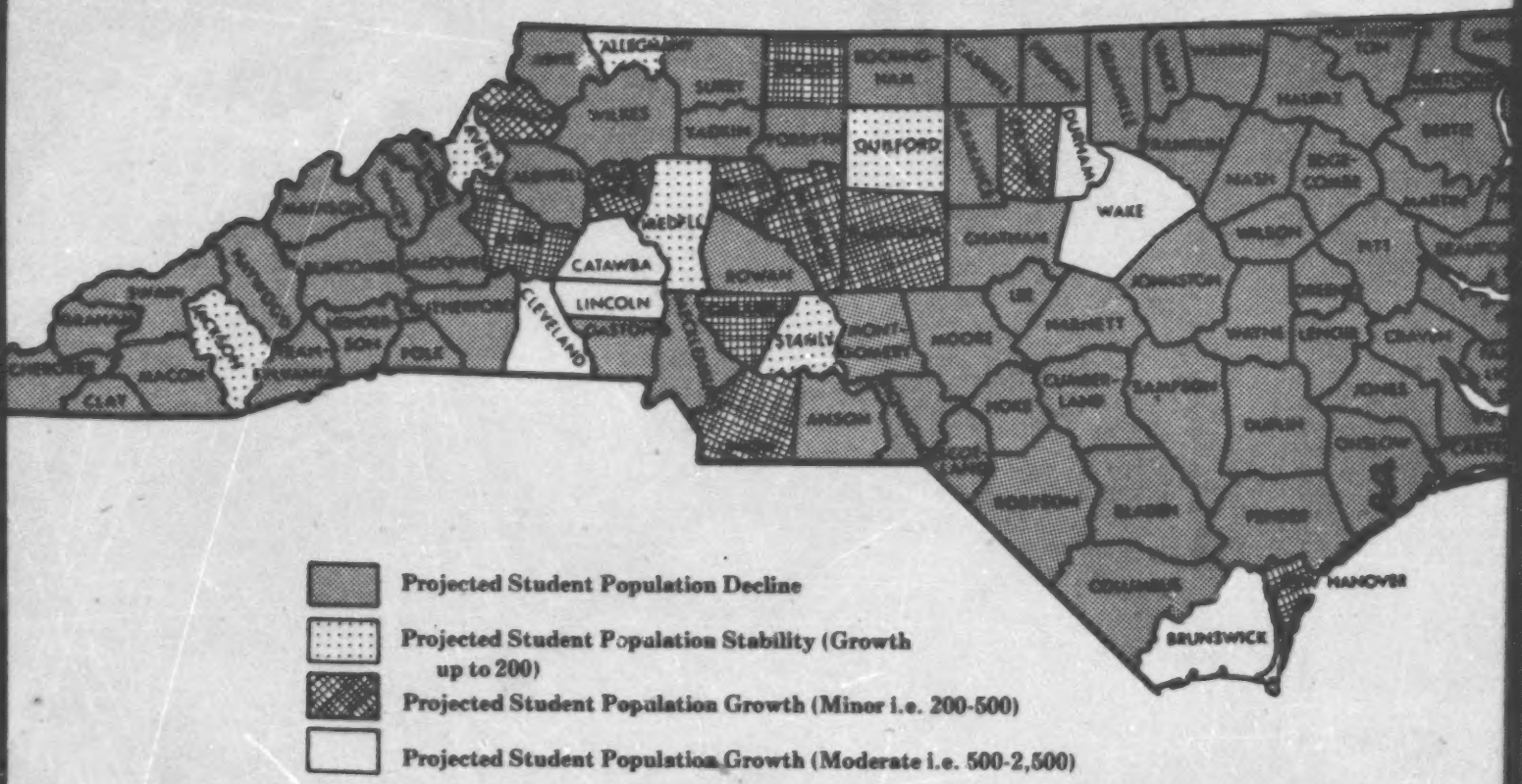


ile of all units.

ile of county units only.

Figure 23

Population Trends
Student Population Projection 1970-1978 for County Administrative Units



Projected Student Population Decline

Projected Student Population Stability (Growth up to 200)

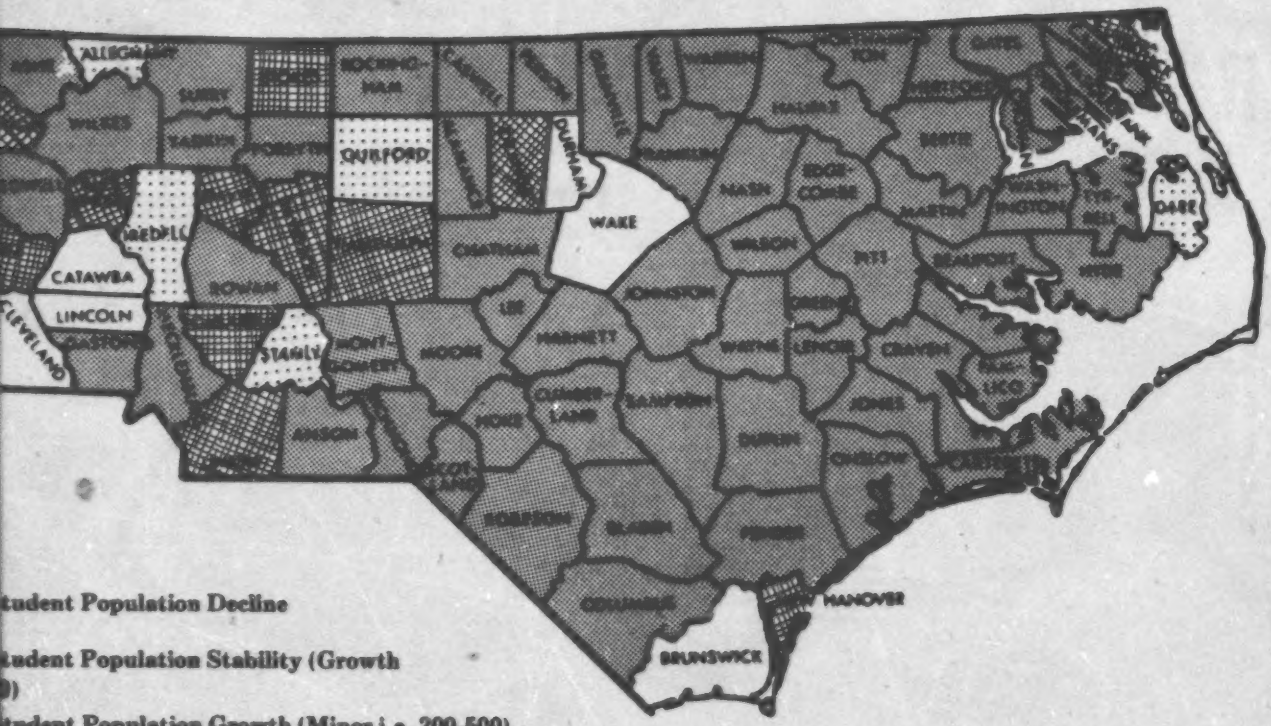
Projected Student Population Growth (Minor i.e. 200-500)

Projected Student Population Growth (Moderate i.e. 500-2,500)

Figure 23

Population Trends

nt Population Projection 1970-1978 for County Administrative Units



tudent Population Decline

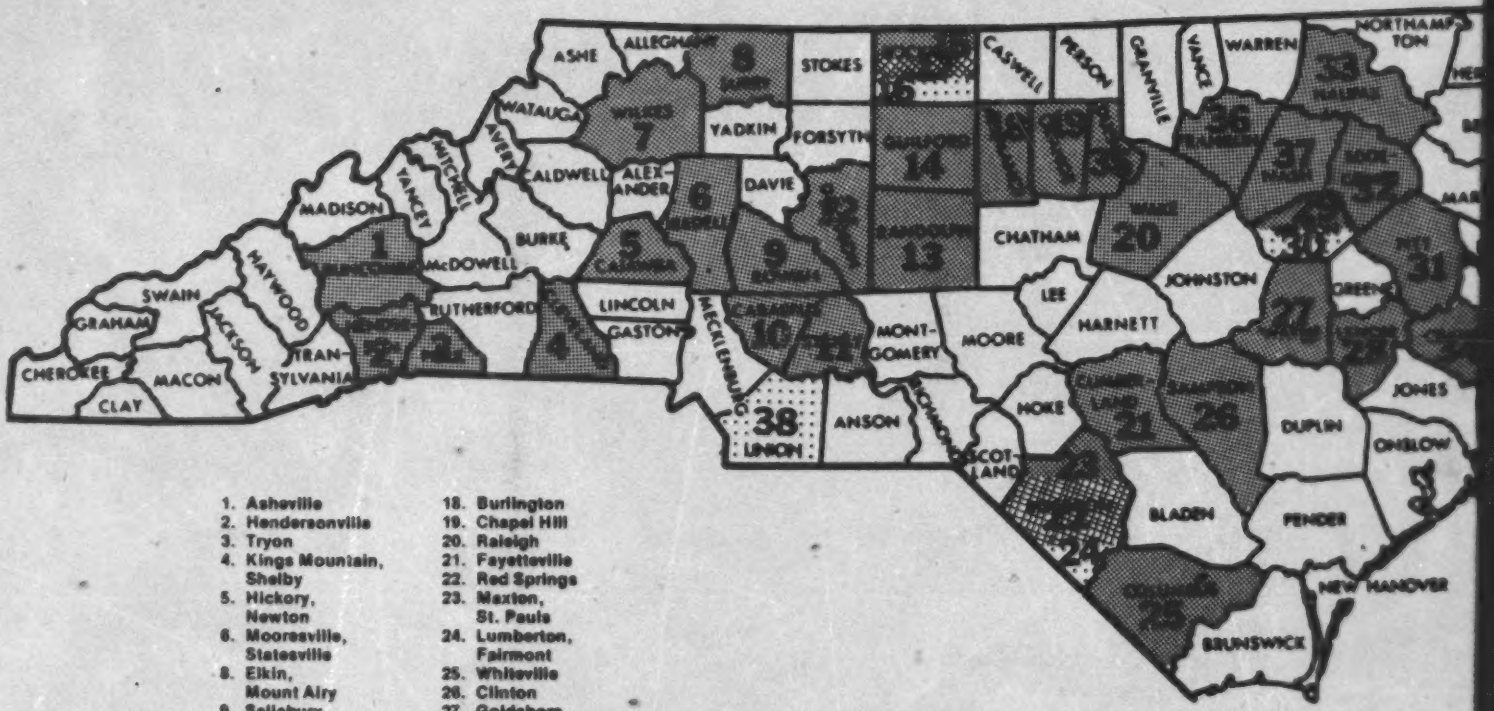
udent Population Stability (Growth
)

tudent Population Growth (Minor i.e. 200-500)

tudent Population Growth (Moderate i.e. 500-2,500)

Figure 24

Population Trends
Student Population Projection 1970-1978
for City Administrative Units



1. Asheville
2. Hendersonville
3. Tryon
4. Kings Mountain, Shelby
5. Hickory, Newton
6. Mooresville, Statesville
8. Elkin, Mount Airy
9. Salisbury
10. Concord, Kannapolis
11. Albemarle
12. Lexington, Thomasville
13. Asheboro
14. Greensboro, High Point
15. Eden
16. Reidsville
17. Madison-Mayodan
18. Burlington
19. Chapel Hill
20. Raleigh
21. Fayetteville
22. Red Springs
23. Maxton, St. Pauls
24. Lumberton, Fairmont
25. Whiteville
26. Clinton
27. Goldsboro
28. Kinston
29. Wilson
30. Elm City
31. Greenville
32. Tarboro
33. Roanoke Rapids Weldon
34. New Bern
35. Durham
36. Franklinton
37. Rocky Mount
38. Monroe

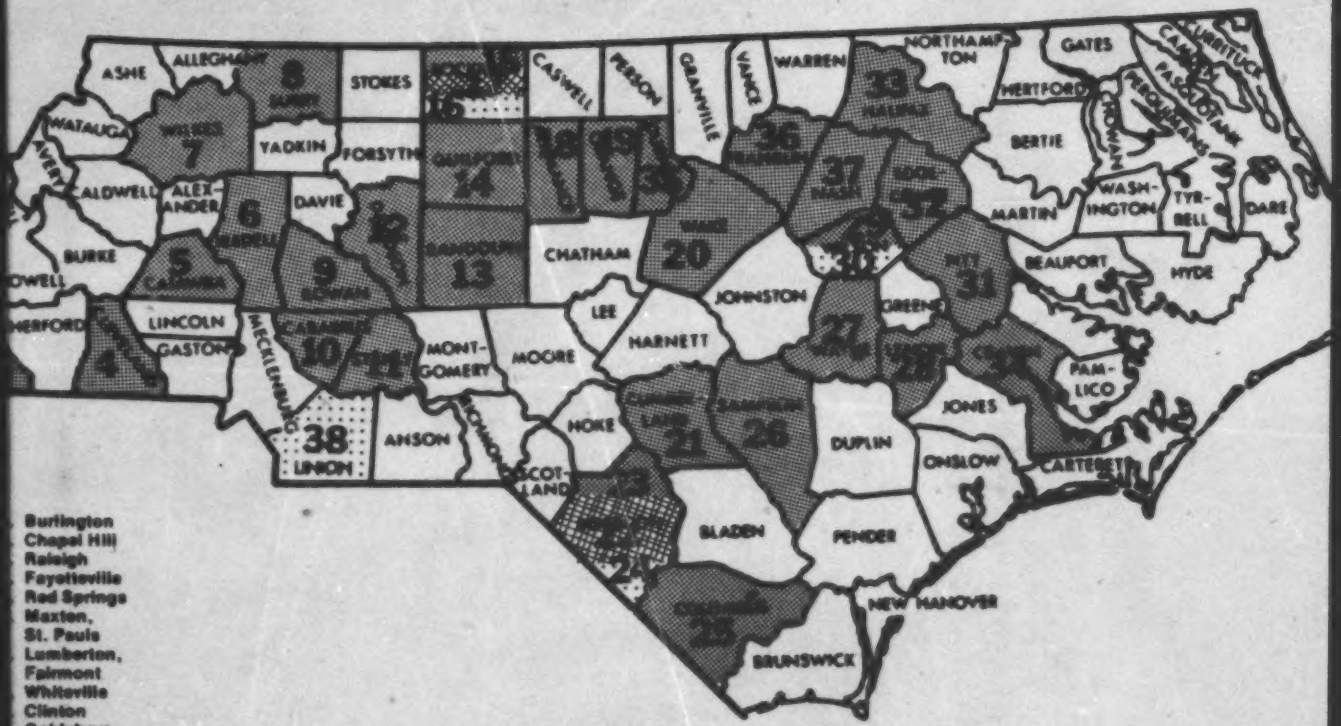
- Projected Decline
- Projected Stable (growth to 200)
- Projected Minor Growth (200-500)
- Projected Moderate Growth (500-2,500)

61

31

Figure 24

Population Trends
Student Population Projection 1970-1978
for City Administrative Units



Burlington
Chapel Hill
Raleigh
Fayetteville
Red Springs
Maxton,
St. Pauls
Lumberton,
Fairmont
Whiteville
Clinton
Goldsboro
Kinston
Wilson
Elm City
Greenville
Tarboro
Roanoke Rapids
Weldon
New Bern
Durham
Franklinton
Rocky Mount
Monroe

- Projected Decline
- Projected Stable (growth to 200)
- Projected Minor Growth (200-500)
- Projected Moderate Growth (500-2,500)

LOCAL ANNUAL EXPENDITURES FOR EDUCATION

- Three administrative units spend in excess of $300 per student.
- Twenty-two administrative units spend in excess of $200 per student.
- Sixteen administrative units spend between $27 and $81 per student.
- There is a large disparity in local support for education across North Carolina.
- For the most part, the larger administrative units are spending the most per student. There are some interesting exceptions.
- For the most part, the larger administrative units have a greater support capability per student.
- There are some units with a high support capability which are in the lower per student expenditure categories.
- There are some units with a low support capability that are contributing a fairly high amount per student..
- Approximately one-fifth of the county administrative units are spending in excess of $160 per student.
- Over one-half of the city administrative units are spending in excess of $160 per student.

NOTE: Local contributions for current expense

LOCAL ANNUAL EXPENDITURES FOR EDUCATION

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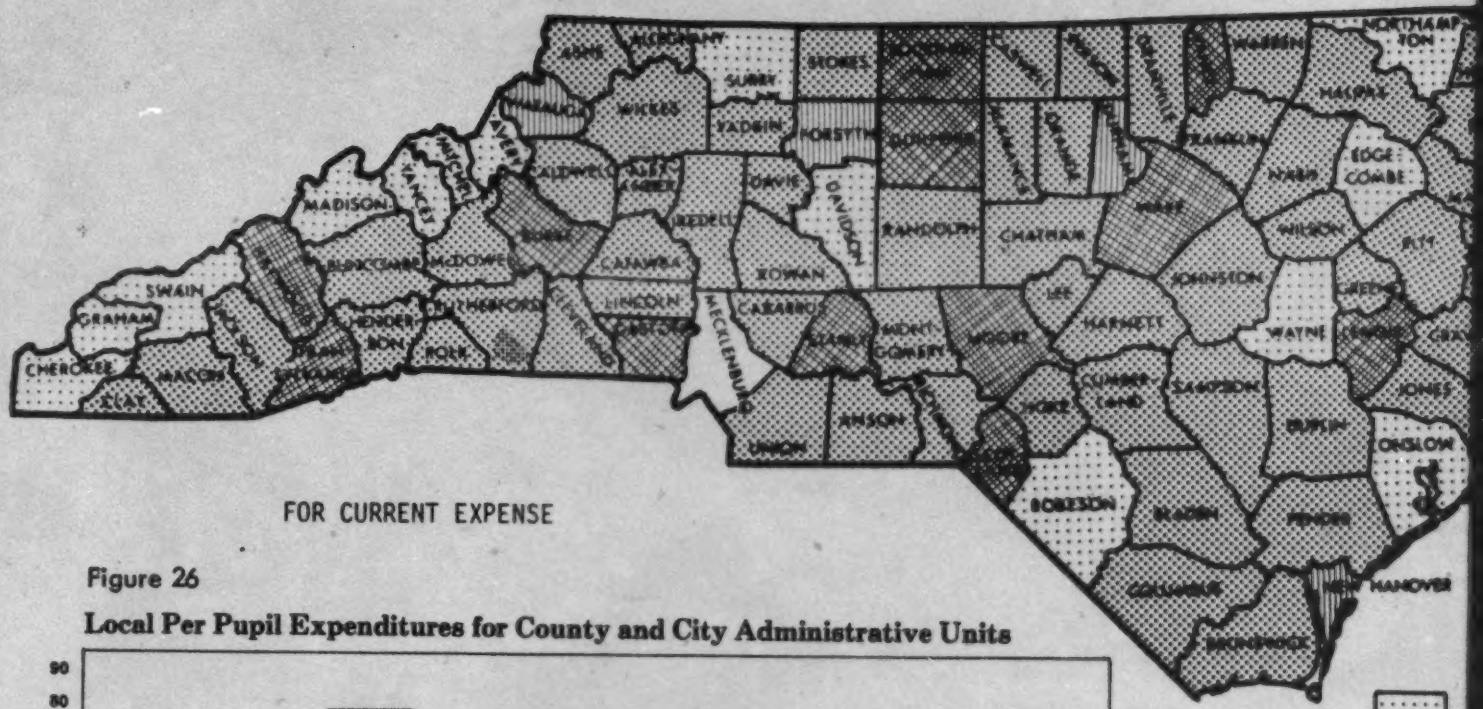
of $160 per student.

alf of the city administrative units are spending in excess of
tudent.

contributions for current expense

Figure 25

Local Per Pupil Expenditures County Administrative Units



FOR CURRENT EXPENSE

Figure 26

Local Per Pupil Expenditures for County and City Administrative Units

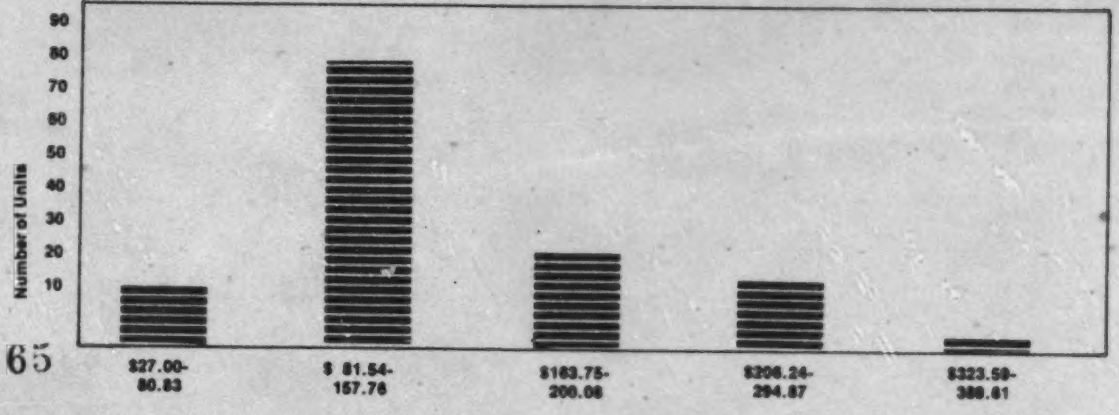
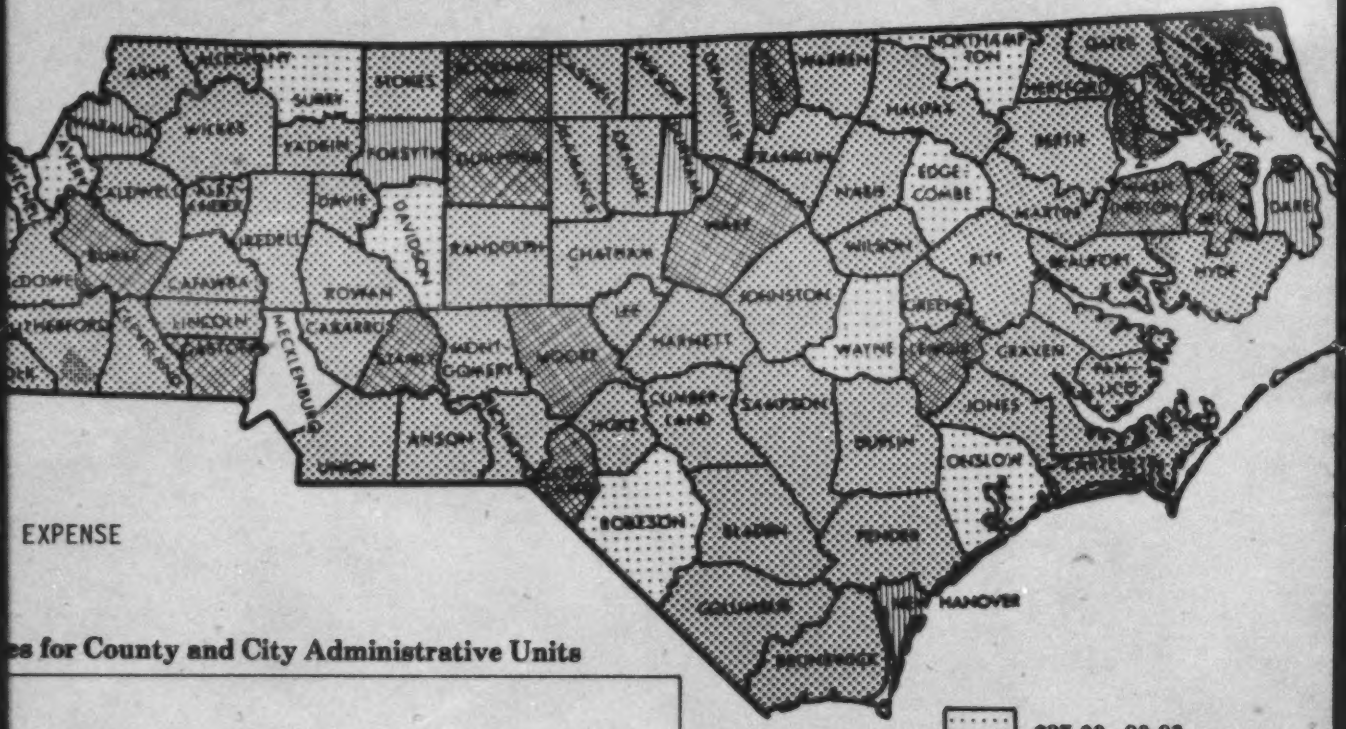


Figure 25

Local Per Pupil Expenditures
County Administrative Units



es for County and City Administrative Units

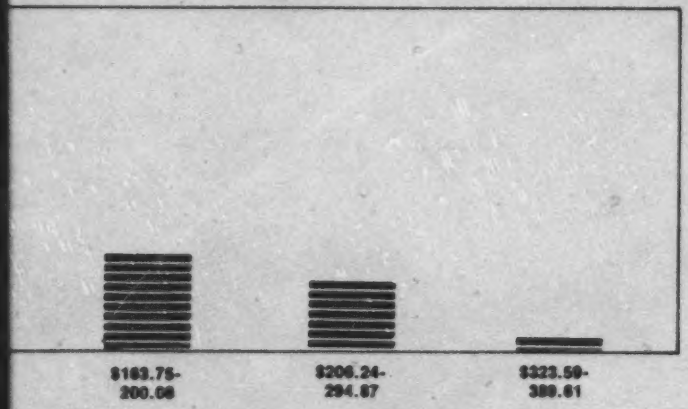


Figure 27

Local Per Pupil Expenditures
City Administrative Units

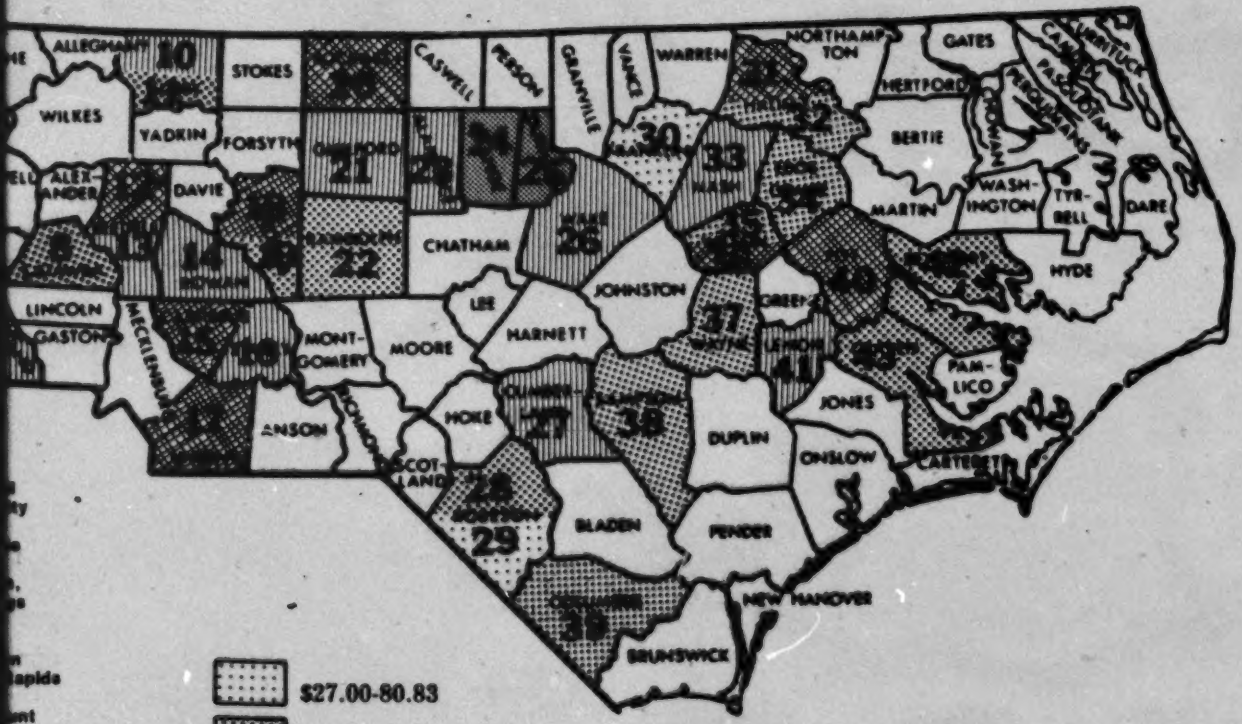
1. Asheville
2. Hendersonville
3. Tryon
5. Kings Mountain
6. Shelby
8. Hickory, Newton/Conover
10. Elkin
11. Mount Airy
12. Mooresville
13. Statesville
14. Salisbury
15. Concord, Kannapolis
16. Albemarle
17. Monroe
18. Lexington
19. Thomasville
20. Eden, Madison-Mayodan, Reidsville
21. Greensboro, High Point
22. Asheboro
23. Burlington
24. Chapel Hill
25. Durham City
26. Raleigh
27. Fayetteville
28. Fairmont, Lumberton, Red Springs
29. Maxton, St. Pauls
30. Franklinton
31. Roanoke Rapids
32. Weldon
33. Rocky Mount
34. Tarboro
35. Elm City
36. Wilson City
37. Goldsboro
38. Clinton
39. Whiteville
40. Greenville
41. Kinston
42. Washington
43. New Bern

$27.00-80.83
$81.54-157.76
$163.75-200.08
$206.24-294.87
$323.59-389.61

FOR CURRENT EXPENSE

Figure 27

Local Per Pupil Expenditures
City Administrative Units

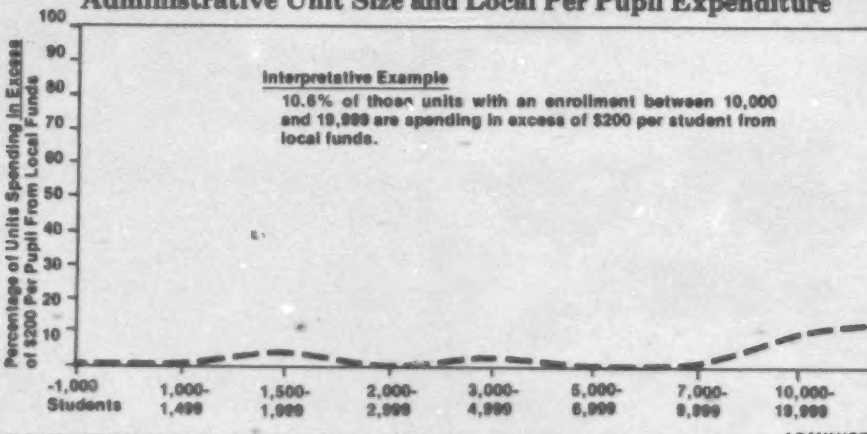


FOR CURRENT EXPENSE

LOCAL CURRENT EXPENSE
CONTRIBUTIONS

Figure 28

Administrative Unit Size and Local Per Pupil Expenditure



Administrative Unit Size and Local Per Pupil Expenditure

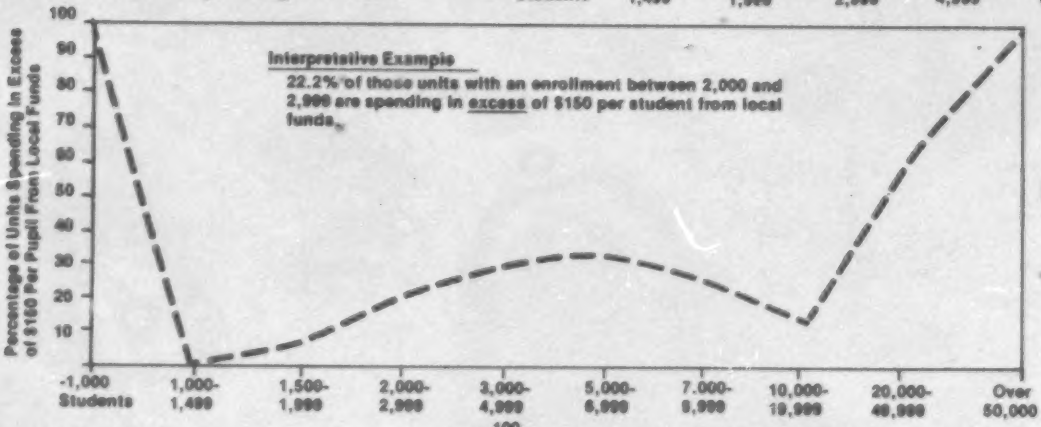


Figure 29

Administrative Unit Size and Local Per Pupil Expenditure

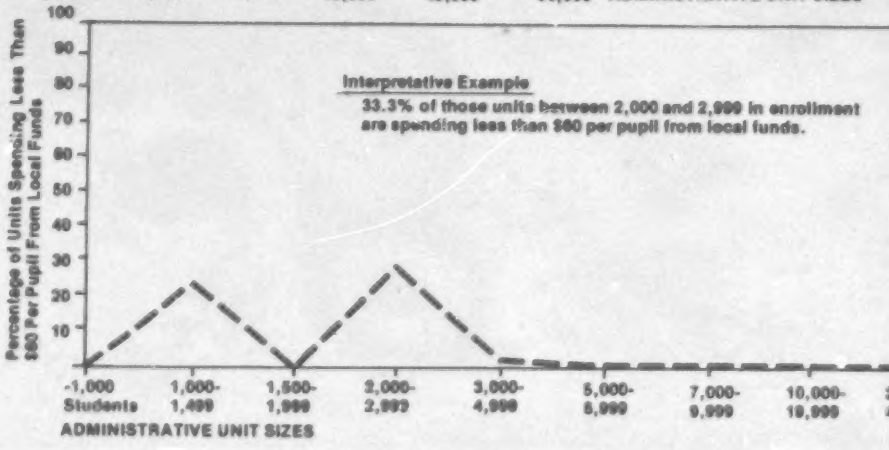
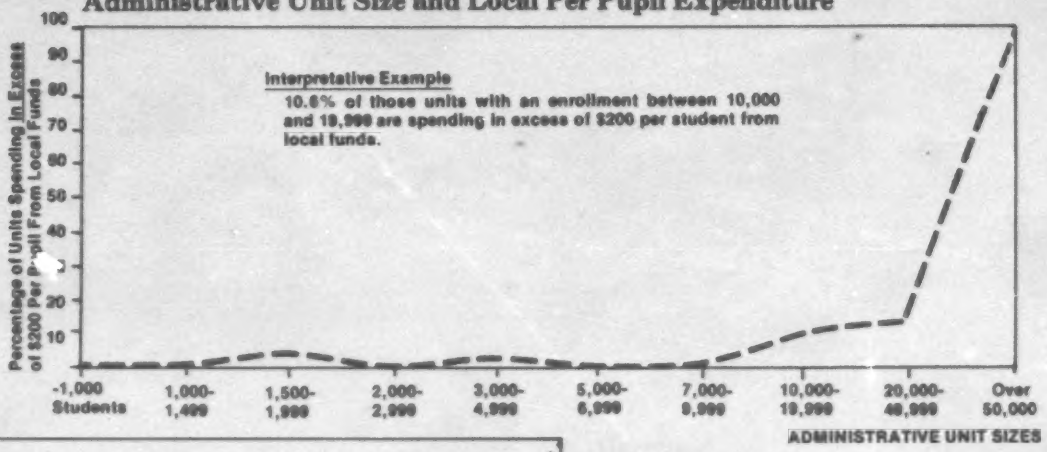


Figure 30

Figure 28


Administrative Unit Size and Local Per Pupil Expenditure
Percentage of Units Spending In Excess of $200 Per Pupil From Local Funds
Interpretative Example
10.6% of those units with an enrollment between 10,000 and 19,999 are spending in excess of $200 per student from local funds.
-1,000 Students
1,000-1,499
1,500-1,999
2,000-2,999
3,000-4,999
5,000-6,999
7,000-9,999
10,000-19,999
20,000-49,999
Over 50,000
ADMINISTRATIVE UNIT SIZES

ize and
diture

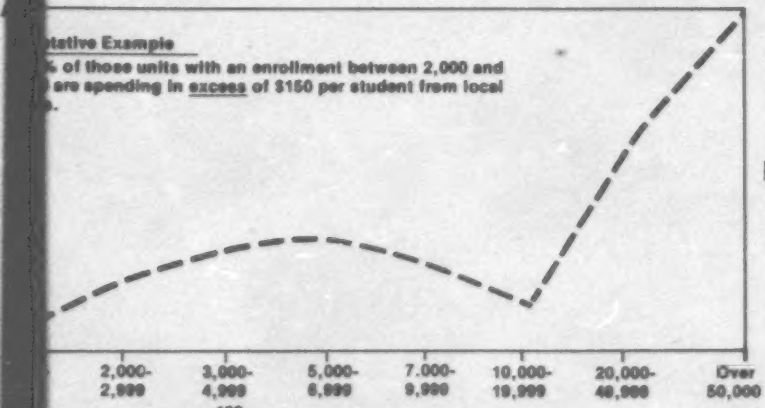
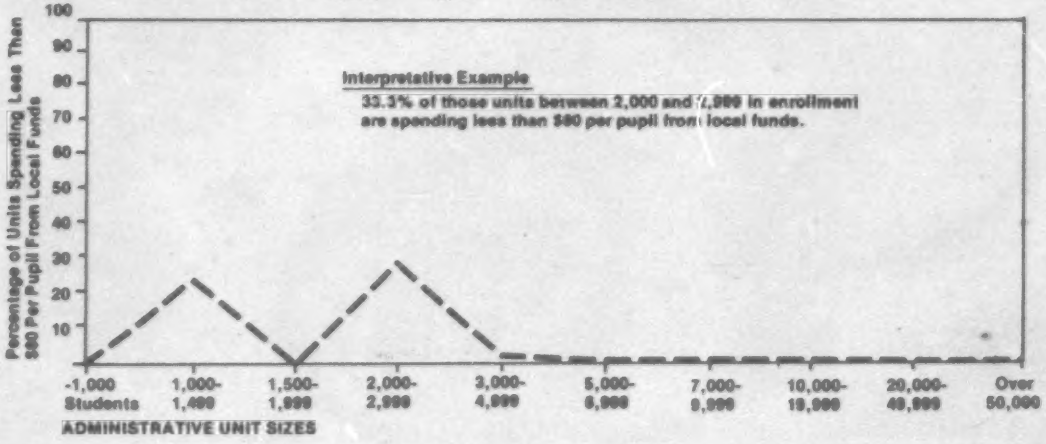


Figure 29

Size and
enditure

ure 30



HIGH SCHOOL COMPLETION

- There are school administrative units in North Carolina that graduate between 84 and 89 per cent of those students who enter grade nine.
- There are school administrative units in the state that graduate less than 50 per cent of the students who entered grade nine four years earlier.
- Nineteen units had a student retention rate of less than 57 per cent in 1973.
- Ten units had a student retention rate in excess of 77 per cent in 1973.

HIGH SCHOOL COMPLETION

school administrative units in North Carolina that graduate
and 89 per cent of those students who enter grade nine.

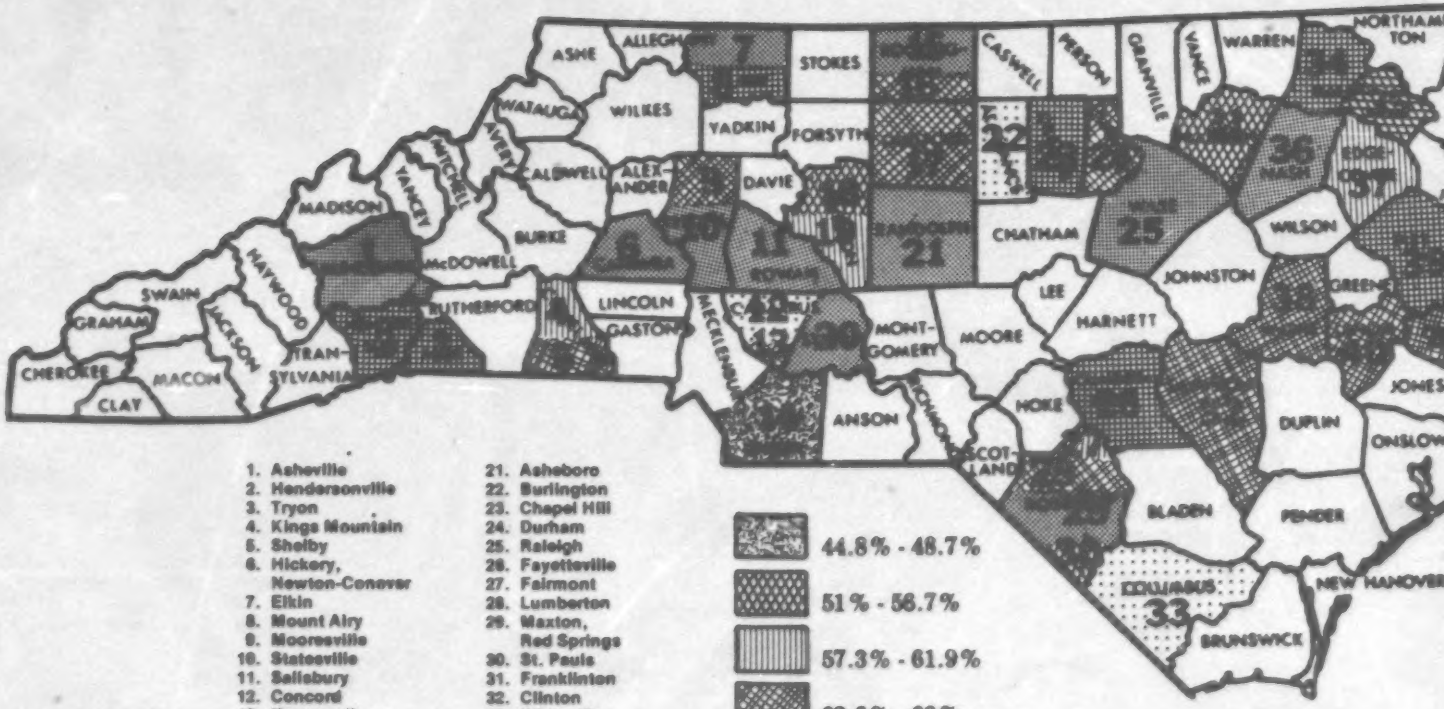
school administrative units in the state that graduate less
r cent of the students who entered grade nine four years

nits had a student retention rate of less than 57 per cent in

had a student retention rate in excess of 77 per cent in 1973.

Figure 31

The Holding Power of City School Units
The Percentage of Grade Nine Students
Which Finished Grade Twelve



1. Asheville
2. Hendersonville
3. Tryon
4. Kings Mountain
5. Shelby
6. Hickory, Newton-Conover
7. Elkin
8. Mount Airy
9. Mooresville
10. Statesville
11. Salisbury
12. Concord
13. Kannapolis
14. Monroe
15. Eden
16. Madison-Mayodan, Reidsville
17. Greensboro, High Point
18. Lexington
19. Thomasville
20. Albemarle
21. Asheboro
22. Burlington
23. Chapel Hill
24. Durham
25. Raleigh
26. Fayetteville
27. Fairmont
28. Lumberton
29. Maxton, Red Springs
30. St. Pauls
31. Franklinton
32. Clinton
33. Whiteville
34. Roanoke Rapids
35. Weldon
36. Rocky Mount
37. Tarboro
38. Goldsboro
39. Greenville
40. Kinston
41. Washington
42. New Bern

73

Figure 31

The Holding Power of City School Units
The Percentage of Grade Nine Students
Which Finished Grade Twelve

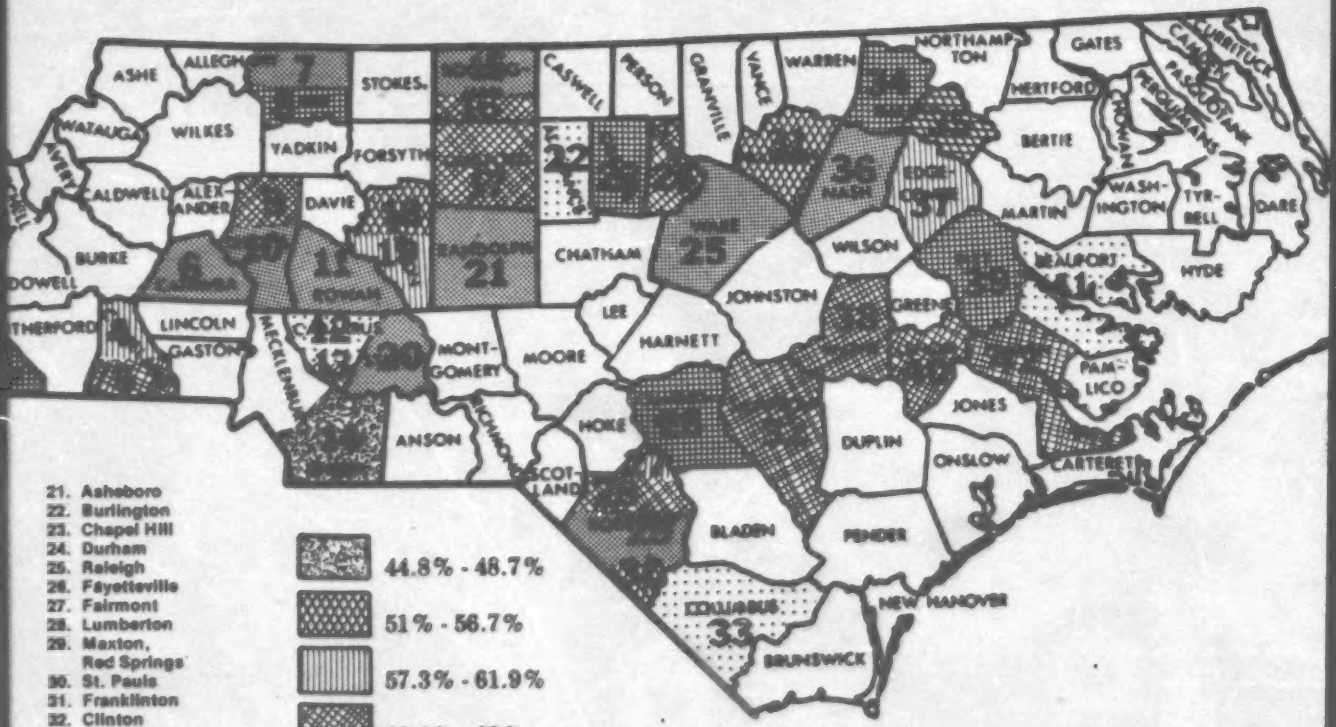


Figure 32

The Holding Power of County School Units

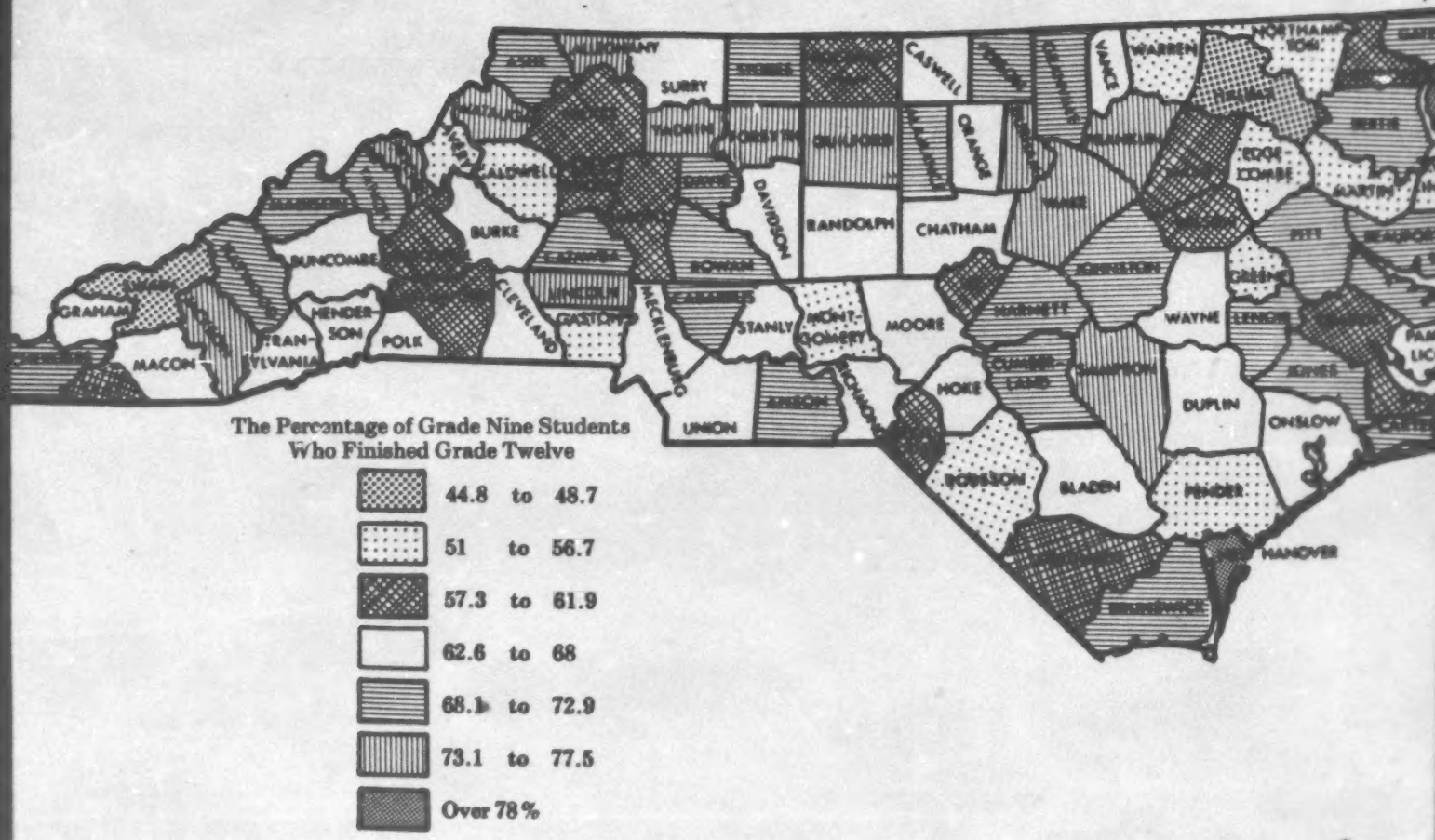
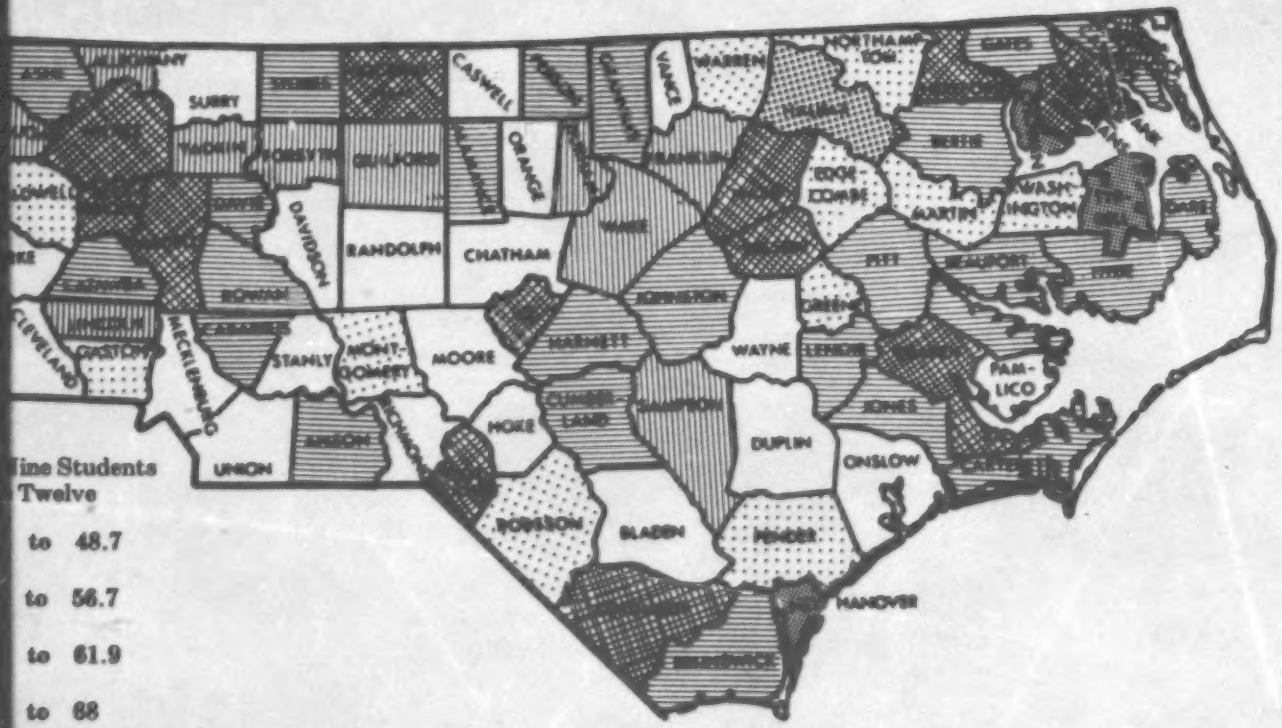


Figure 32

Holding Power of County School Units



ine Students Twelve

to 48.7

to 56.7

to 61.9

to 68

to 72.9

to 77.5

78%

HIGH SCHOOL COMPLETION AND ADMINISTRATIVE UNIT SIZE

- Some rather small and some large administrative units have a high student retention rate.
- None of the larger school systems (over 10,000 students) have a low retention rate.

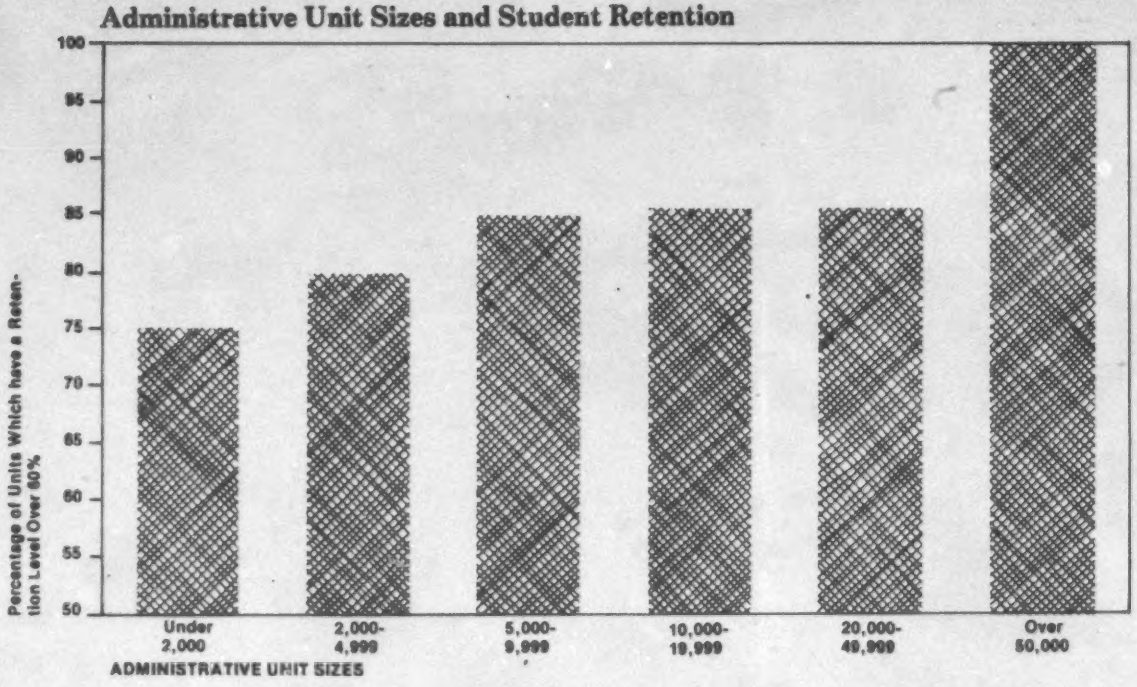


Figure 33

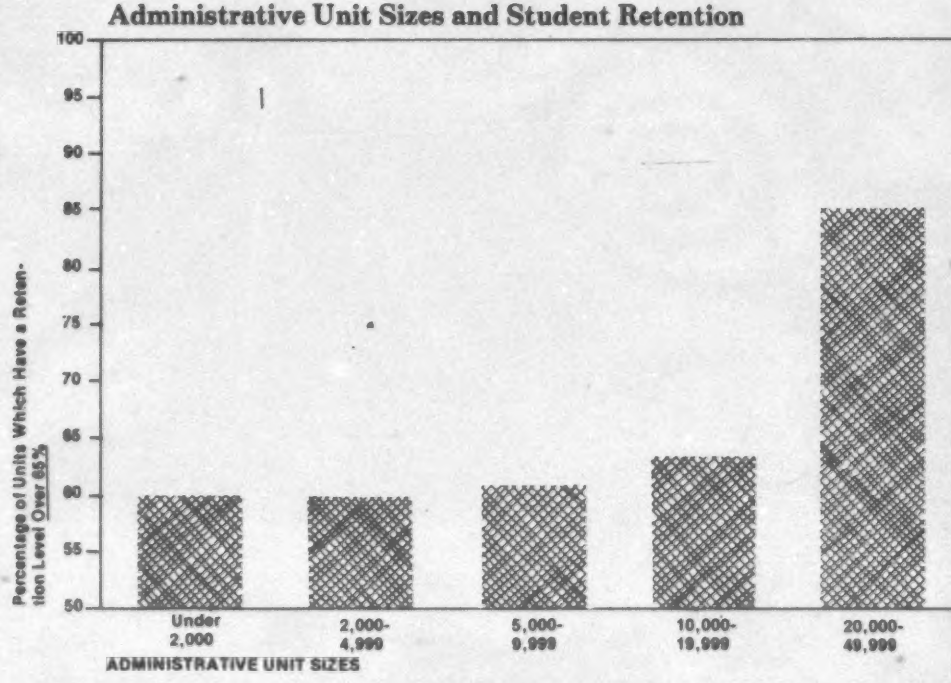


Figure 34

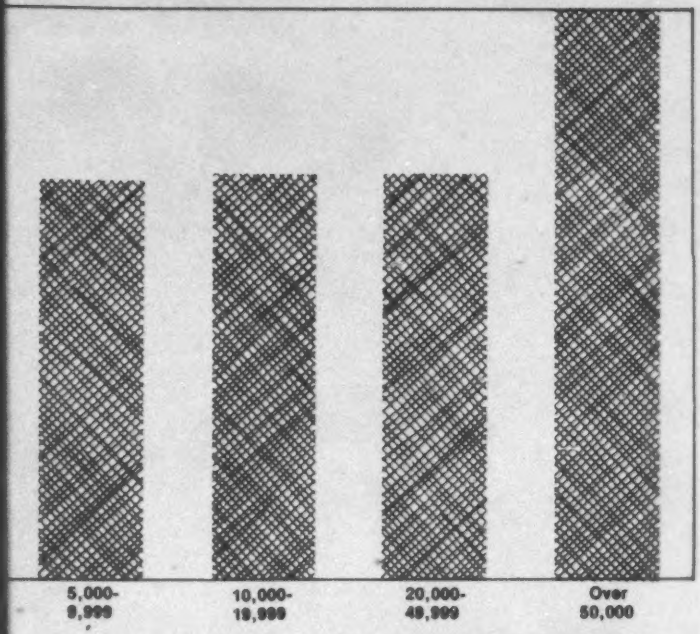
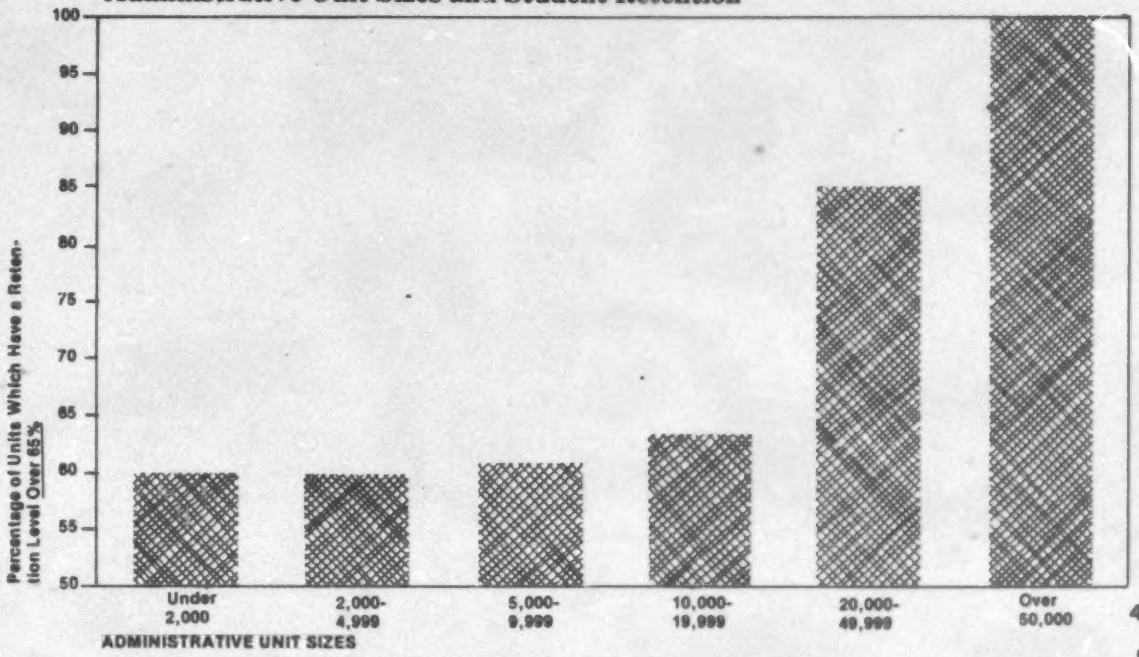


Figure 33

Administrative Unit Sizes and Student Retention



HIGH SCHOOL COMPLETION AND NUMBER OF STUDENTS PER TEACHER

- Those systems with the lowest number of students to each teacher have the best retention rate.
- All units which have less than 17 students per teacher have more than a 75 per cent retention rate.
- No unit with more than 23 students per teacher has a retention rate of 75 per cent.
- Fifty per cent of the units which have between 18 and 19 students per teacher have a retention rate of 80 per cent or more.
- Almost none of the many units which have more than 20 students per teacher have a retention rate of 80 per cent or more.

Figure 35

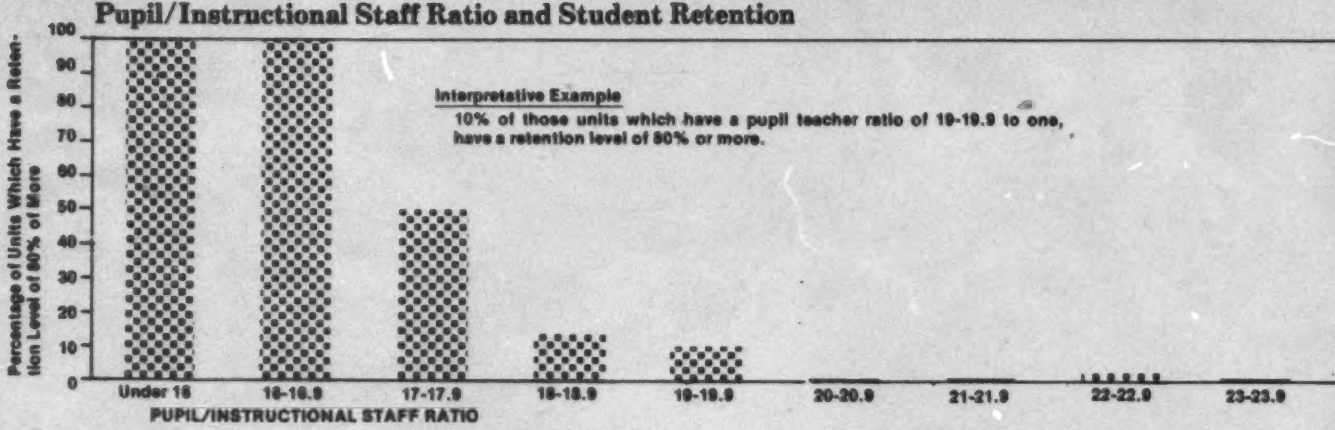


Figure 36

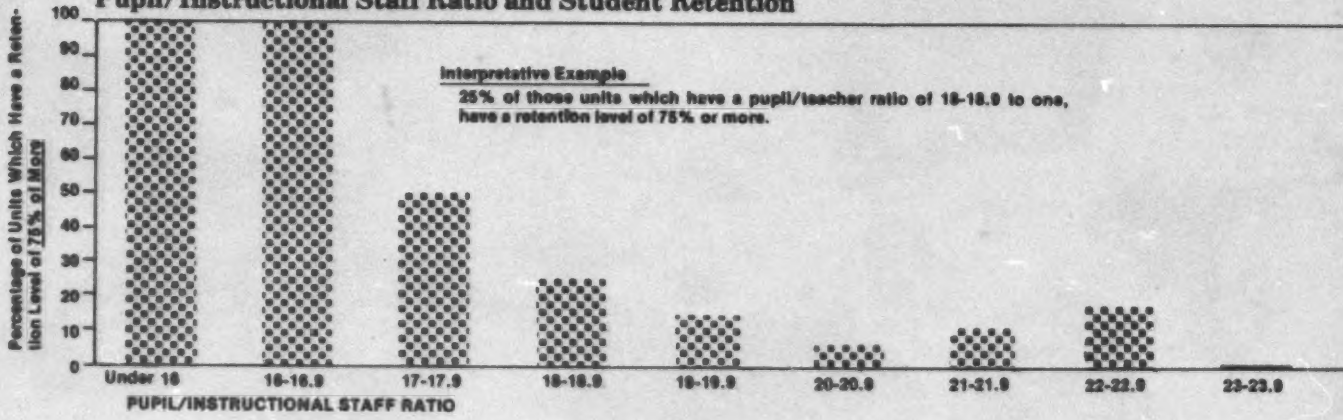
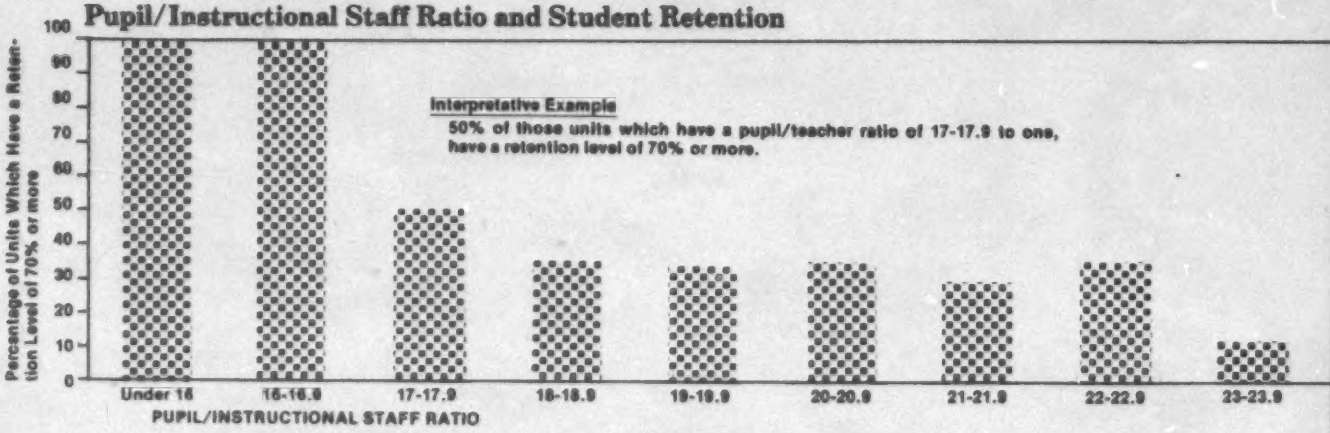
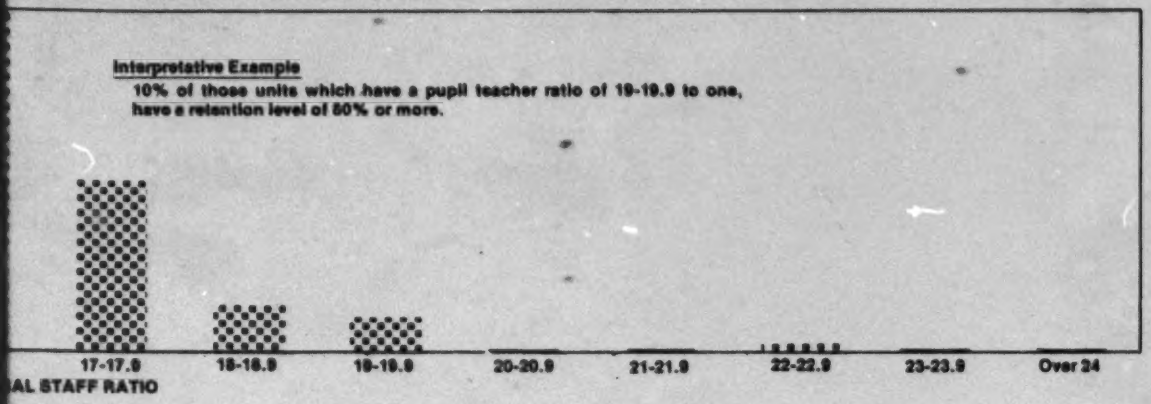


Figure 37



al Staff Ratio and Student Retention



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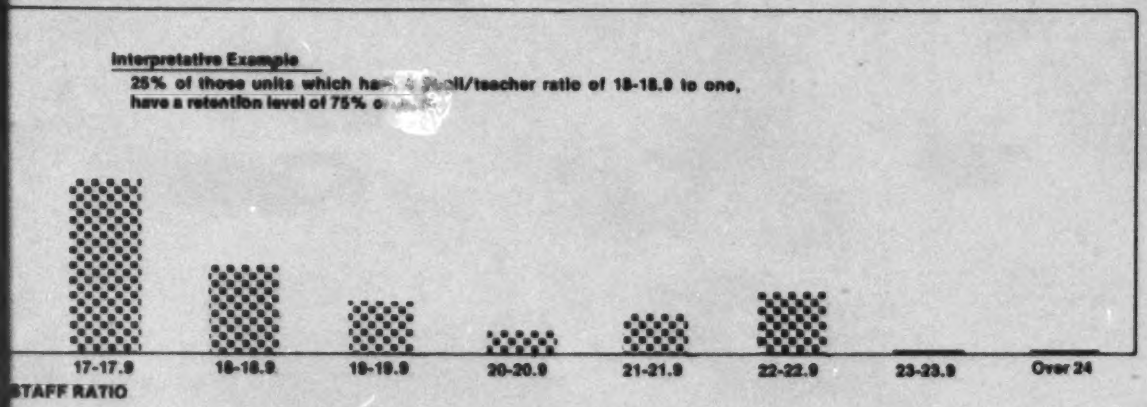
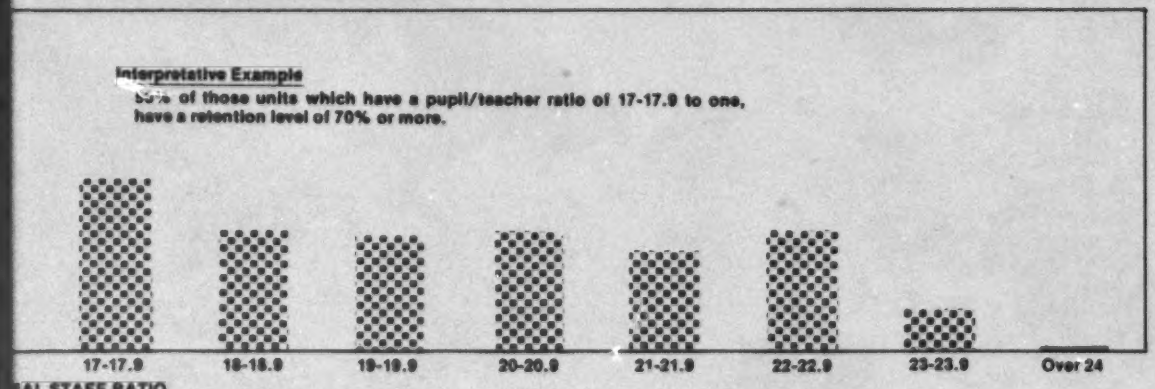


l Staff Ratio and Student Retention



INSTRUCTIONAL PERSONNEL IN HIGH SCHOOLS

- The number of students to each high school instructor varies markedly from unit to unit across the state.
- The range at the high school level is even greater than at the elementary level.
- While many administrative units have between 17 and 19.5 students per instructor there are units with as many as 23 students to each instructor.
- In contrast there are administrative units which have between 12.6 and 15 students to each instructor.

INSTRUCTIONAL PERSONNEL
IN HIGH SCHOOLS

mber of students to each high school instructor varies markedly
nit to unit across the state.

nge at the high school level is even greater than at the elementary

many administrative units have between 17 and 19.5 students per
ctor there are units with as many as 23 students to each instructor.

trast there are administrative units which have between 12.6 and
dents to each instructor.

Figure 38

Secondary Instructional Personnel/Pupil Ratios In County Administrative Units

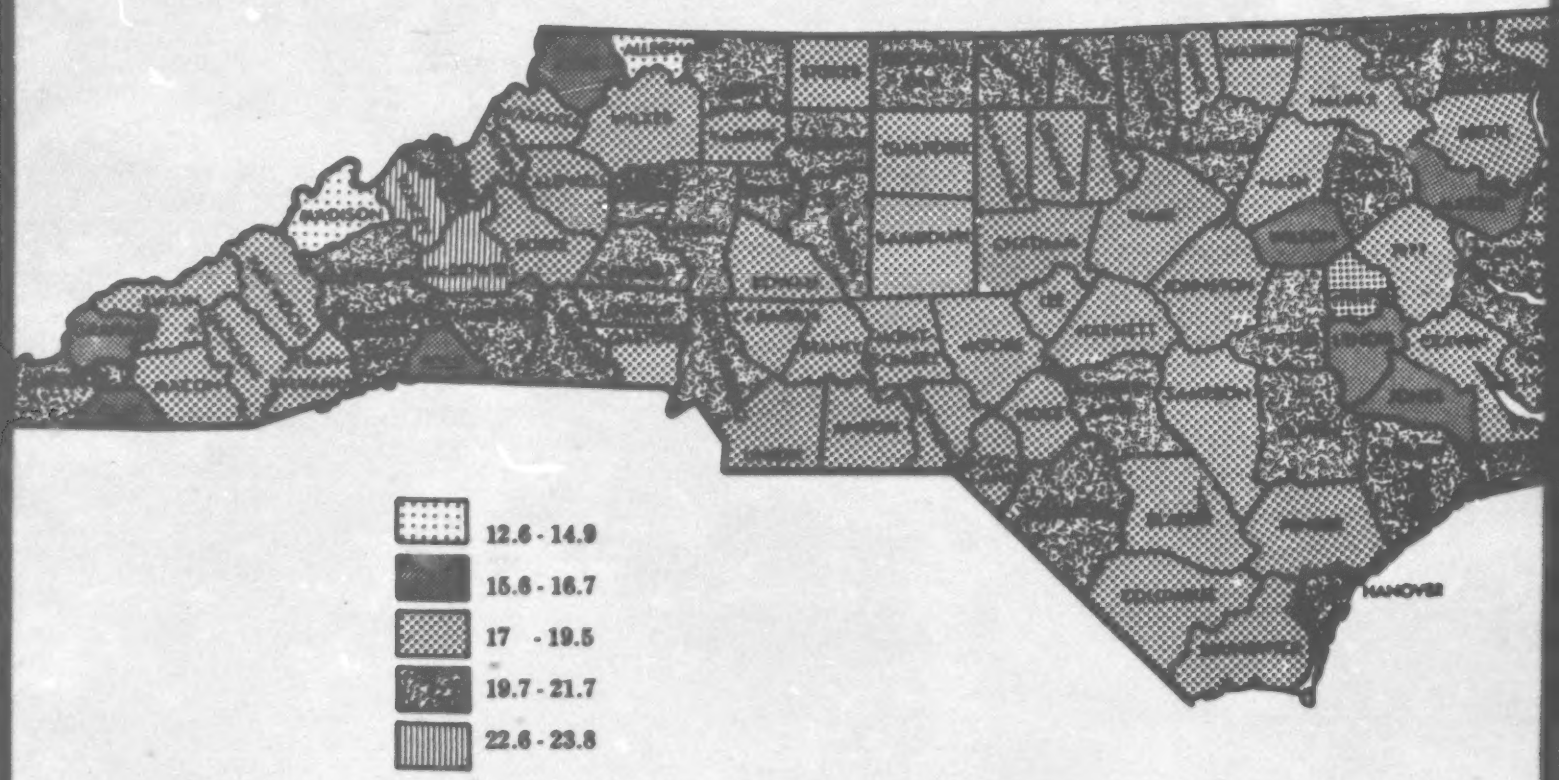
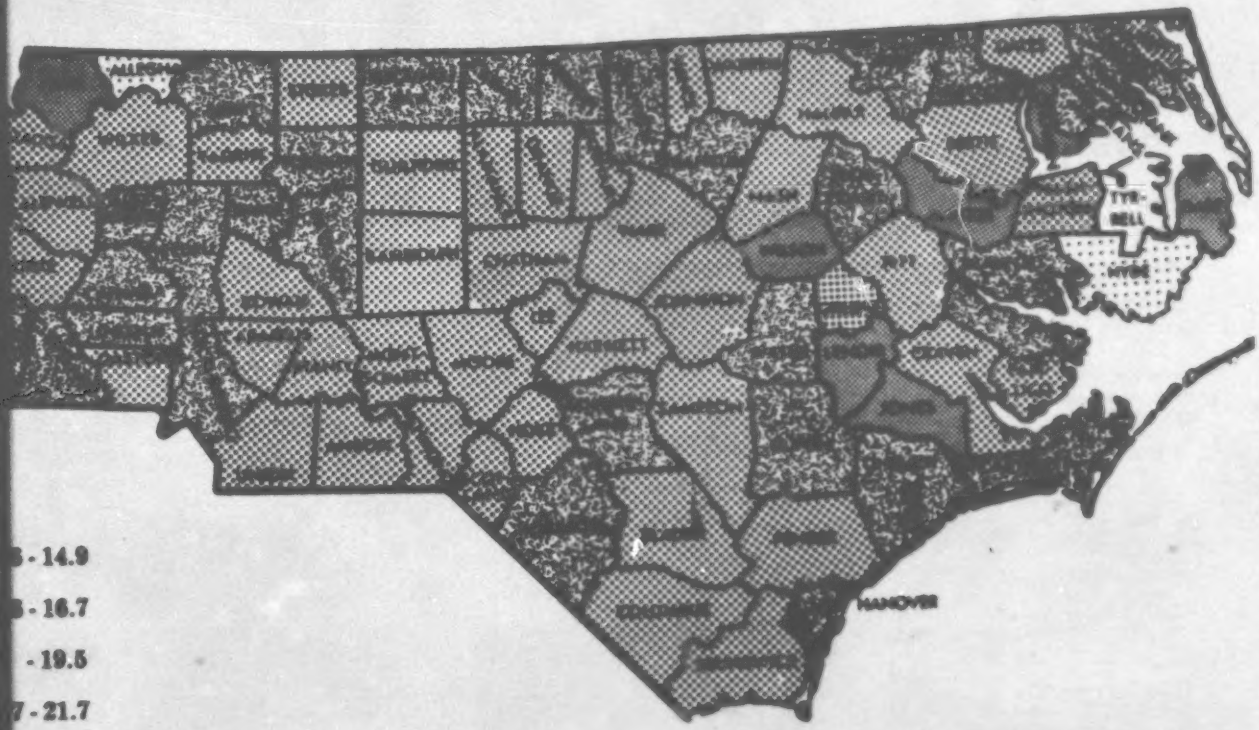


Figure 38

ary Instructional Personnel/Pupil Ratios In County Administrative Units



- 14.9
- 16.7
- 19.5
- 21.7
- 23.8

86

Figure 39

Secondary Instructional Personnel/Pupil Ratios In City Administrative Units

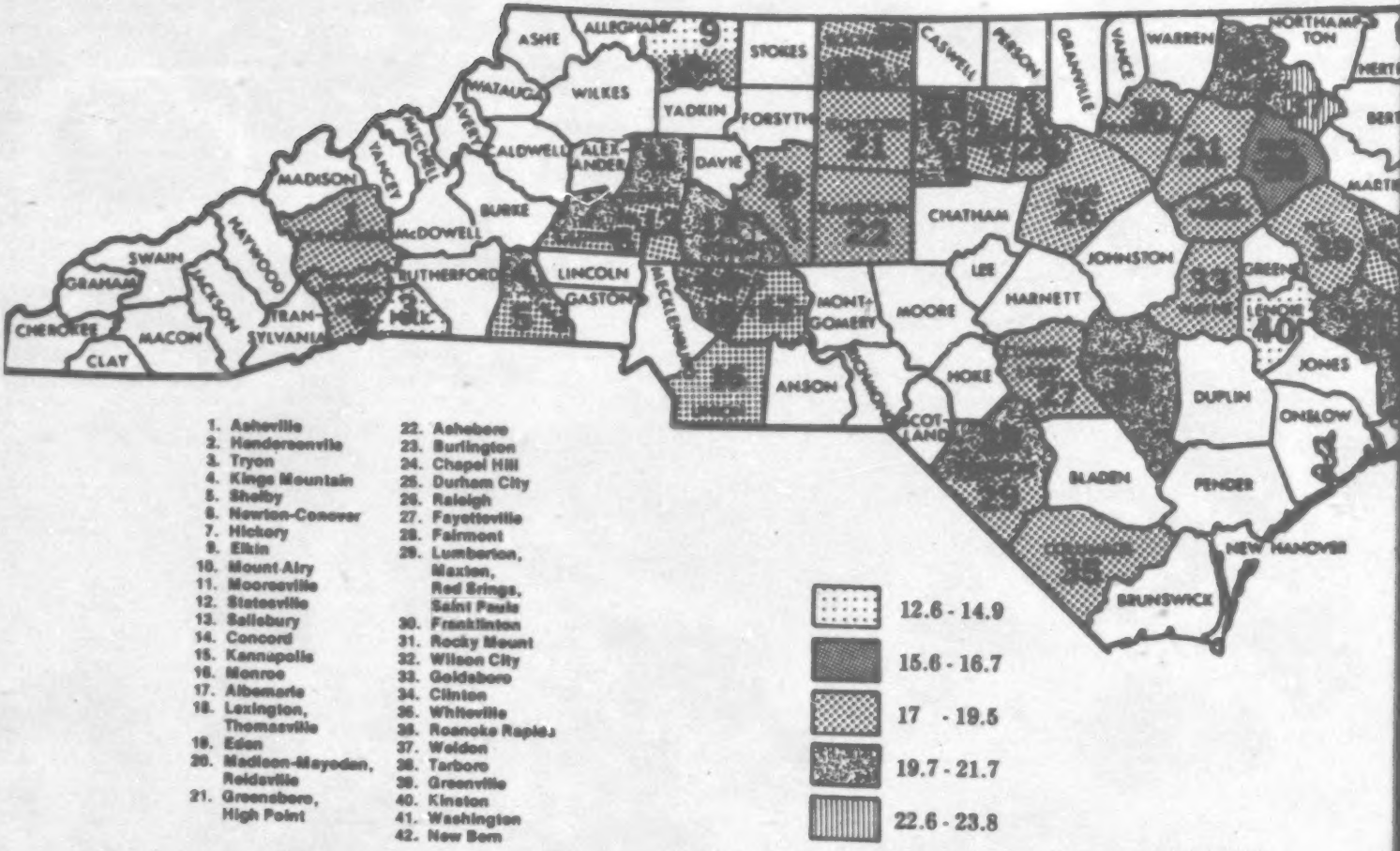
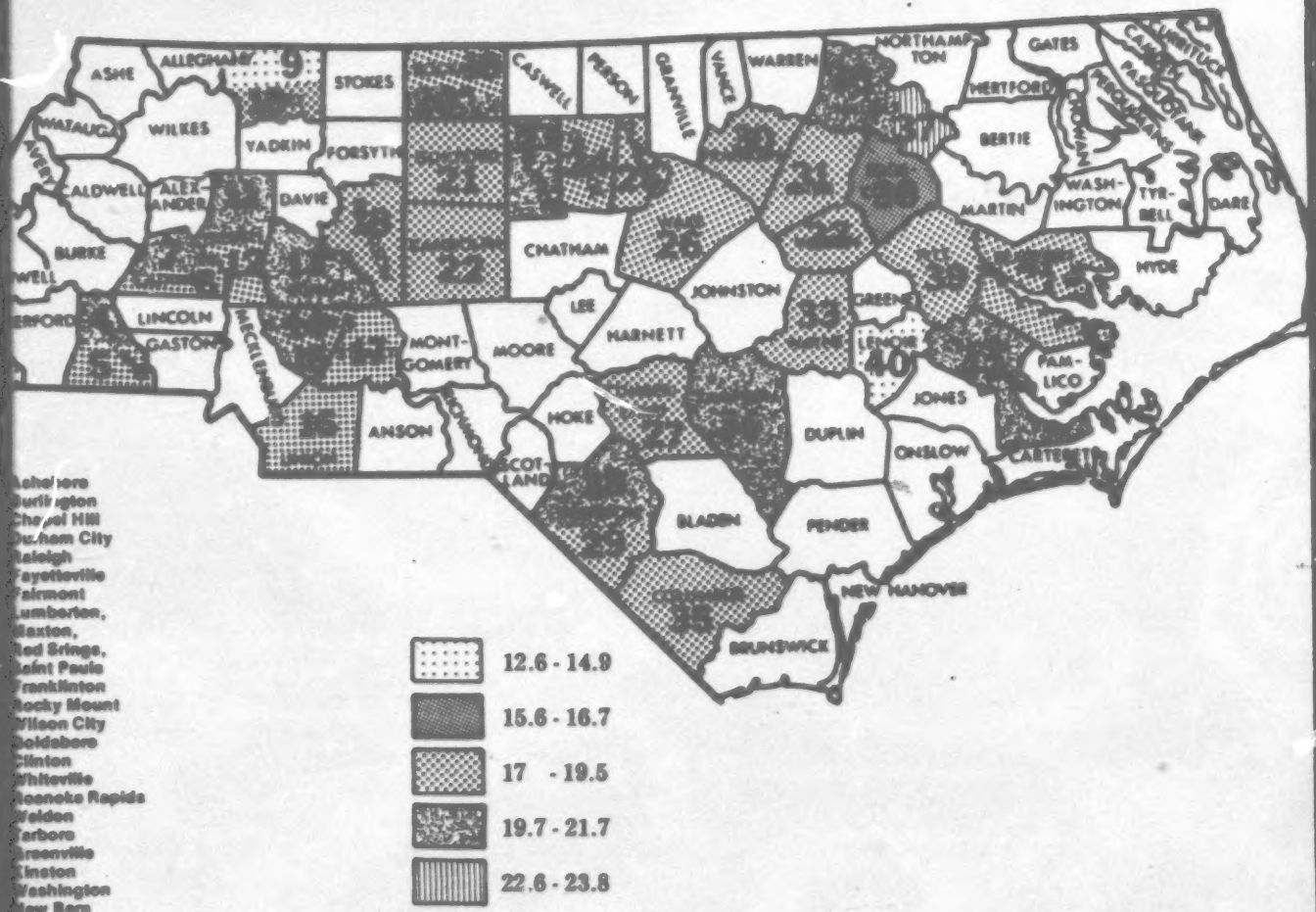


Figure 39

ndary Instructional Personnel/Pupil Ratios In City Administrative Units



Asheboro
Burlington
Chapel Hill
Durham City
Raleigh
Fayetteville
Fairmont
Lumberton,
Maxton,
Red Springs,
Saint Pauls
Franklinton
Rocky Mount
Wilson City
Goldsboro
Clinton
Whiteville
Roanoke Rapids
Weldon
Tarboro
Greenville
Kinston
Washington
New Bern

Figure 40

K-12 Personnel Certification for County Administrative Units

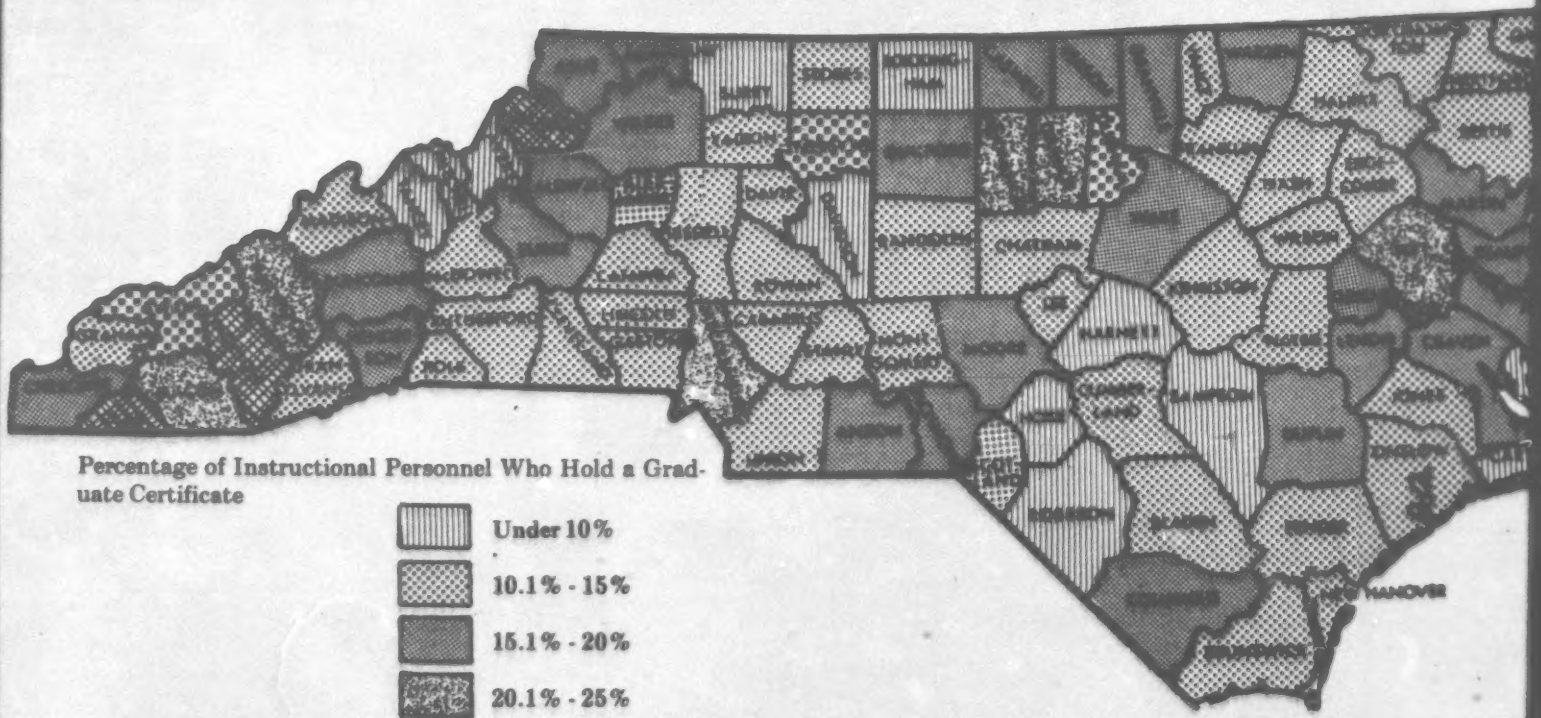
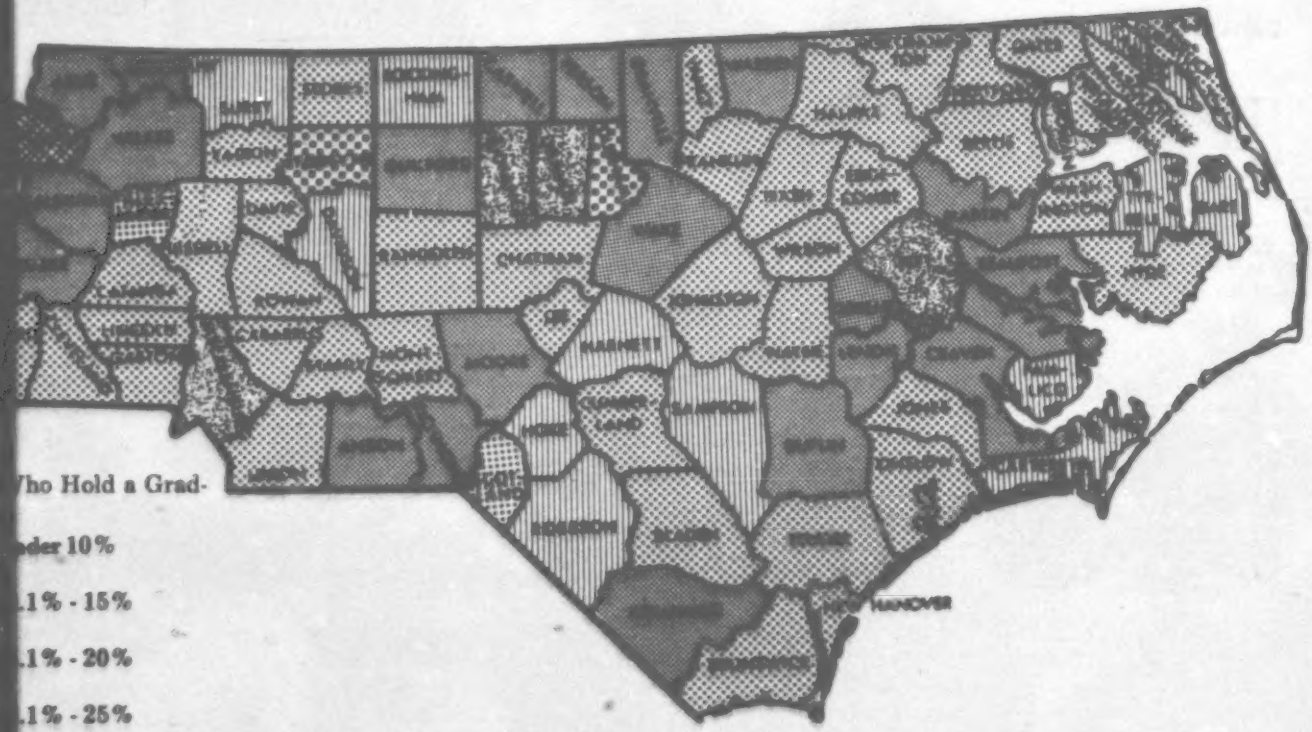


Figure 40

K-12 Personnel Certification for County Administrative Units



Who Hold a Grad-

der 10%

.1% - 15%

.1% - 20%

.1% - 25%

.1% - 30%

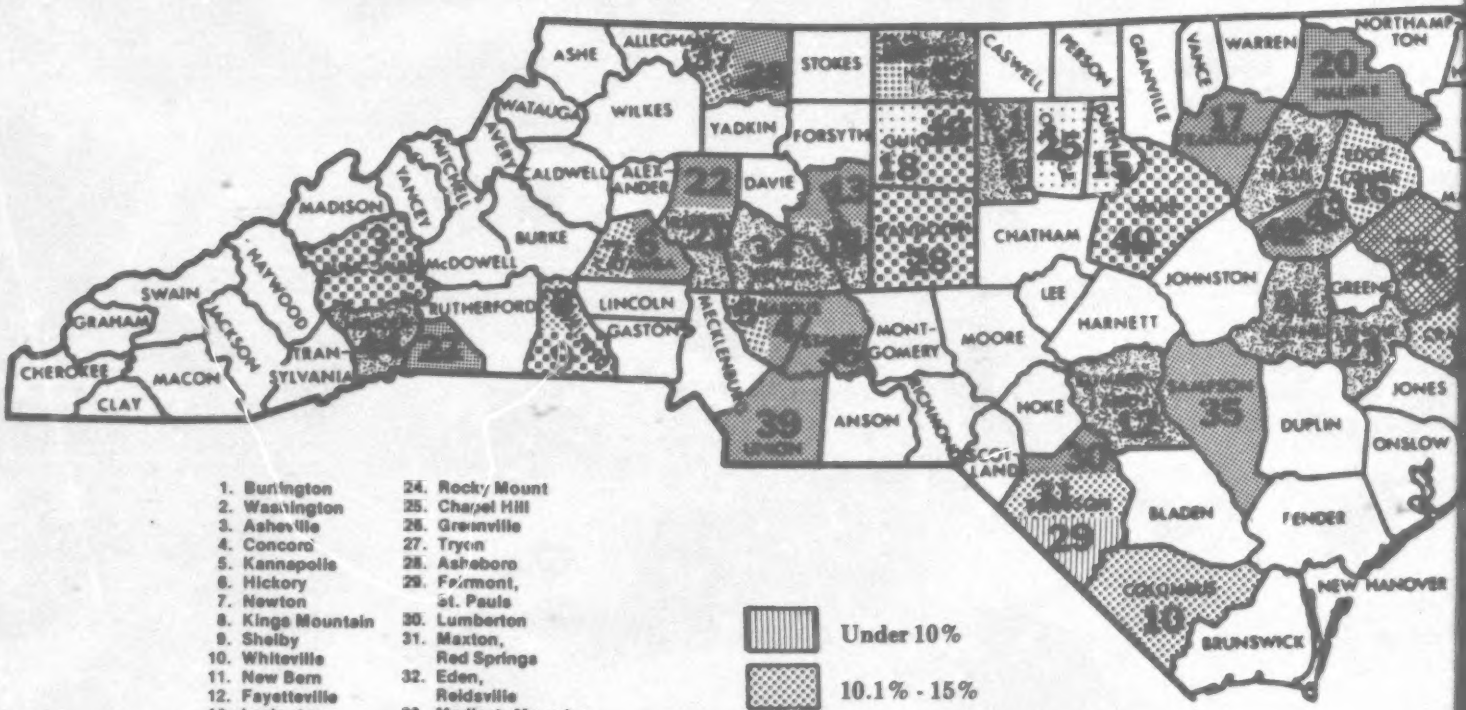
.1% - 35%

er 35%

90

Figure 41

K-12 Personnel Certification for City Administrative Units



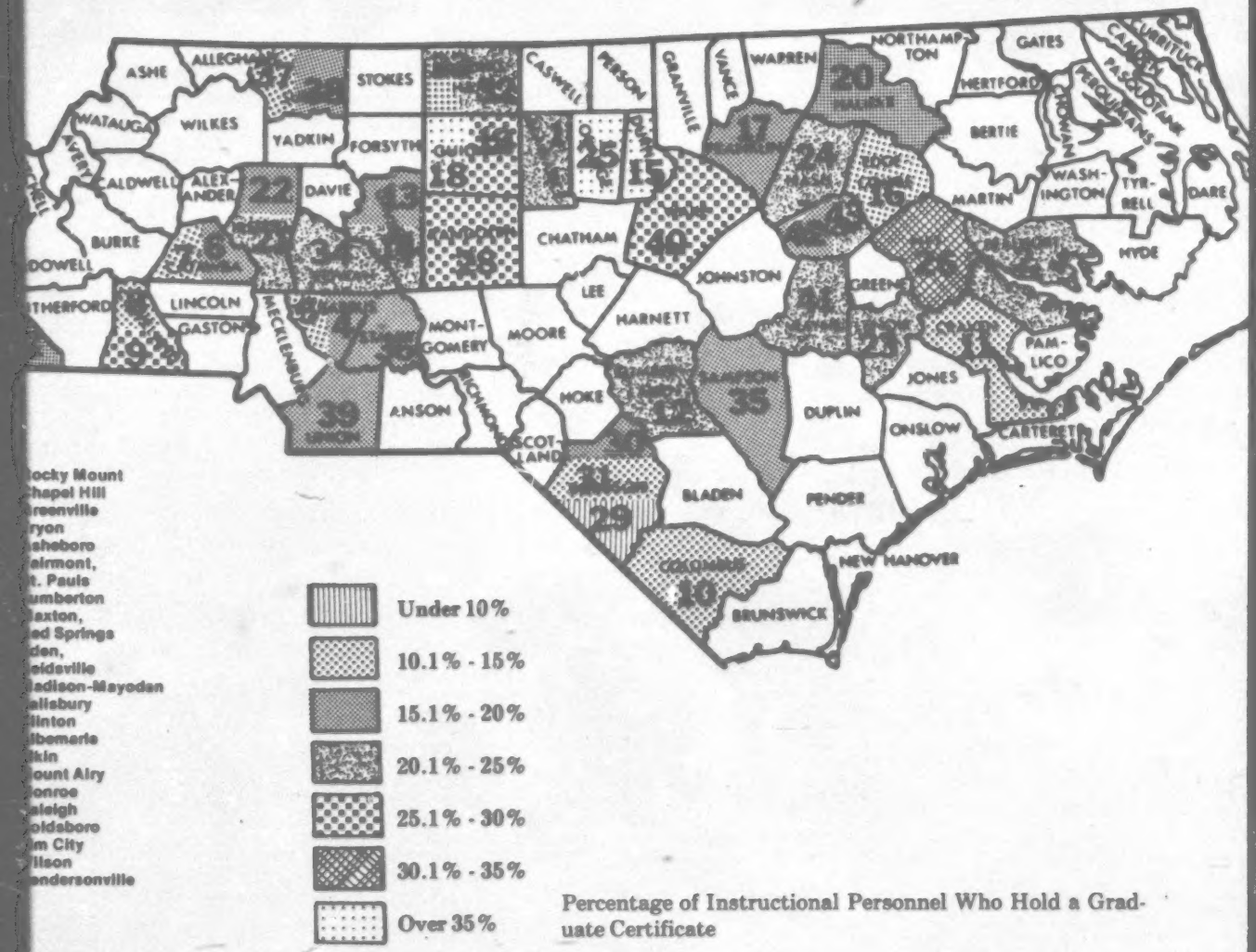
1. Burlington
2. Washington
3. Asheville
4. Concord
5. Kannapolis
6. Hickory
7. Newton
8. Kings Mountain
9. Shelby
10. Whiteville
11. New Bern
12. Fayetteville
13. Lexington
14. Thomasville
15. Durham
16. Tarboro
17. Franklinton
18. Greensboro
19. High Point
20. Roanoke Rapids, Weldon
21. Mooresville
22. Statesville
23. Kinston
24. Rocky Mount
25. Chapel Hill
26. Greenville
27. Tryon
28. Asheboro
29. Fairmont, St. Pauls
30. Lumberton
31. Maxton, Red Springs
32. Eden, Reidsville
33. Madison-Mayodan
34. Salisbury
35. Clinton
36. Albemarle
37. Elkin
38. Mount Airy
39. Monroe
40. Raleigh
41. Goldsboro
42. Elm City
43. Wilson
44. Hendersonville

- Under 10%
- 10.1% - 15%
- 15.1% - 20%
- 20.1% - 25%
- 25.1% - 30%
- 30.1% - 35%
- Over 35%

Percentage of Instructional Personnel W
uate Certificate

Figure 41

K-12 Personnel Certification for City Administrative Units



Rocky Mount
Chapel Hill
Greenville
Cryon
Asheboro
Fairmont,
St. Pauls
Lumberton
Laxton,
Red Springs
Eden,
Goldsville
Madison-Mayodan
Salisbury
Clinton
Albemarle
Elkin
Mount Airy
Monroe
Raleigh
Goldsboro
Elm City
Wilson
Hendersonville

Percentage of Instructional Personnel Who Hold a Graduate Certificate

INSTRUCTIONAL PERSONNEL IN ELEMENTARY SCHOOLS

- From unit to unit across North Carolina the number of students to each teacher varies markedly.

- The range at the elementary level is from less than 17 students per teacher to more than 25 students per teacher.

Figure 42

Elementary Instructional Personnel/Pupil Ratios In County Administrative Units

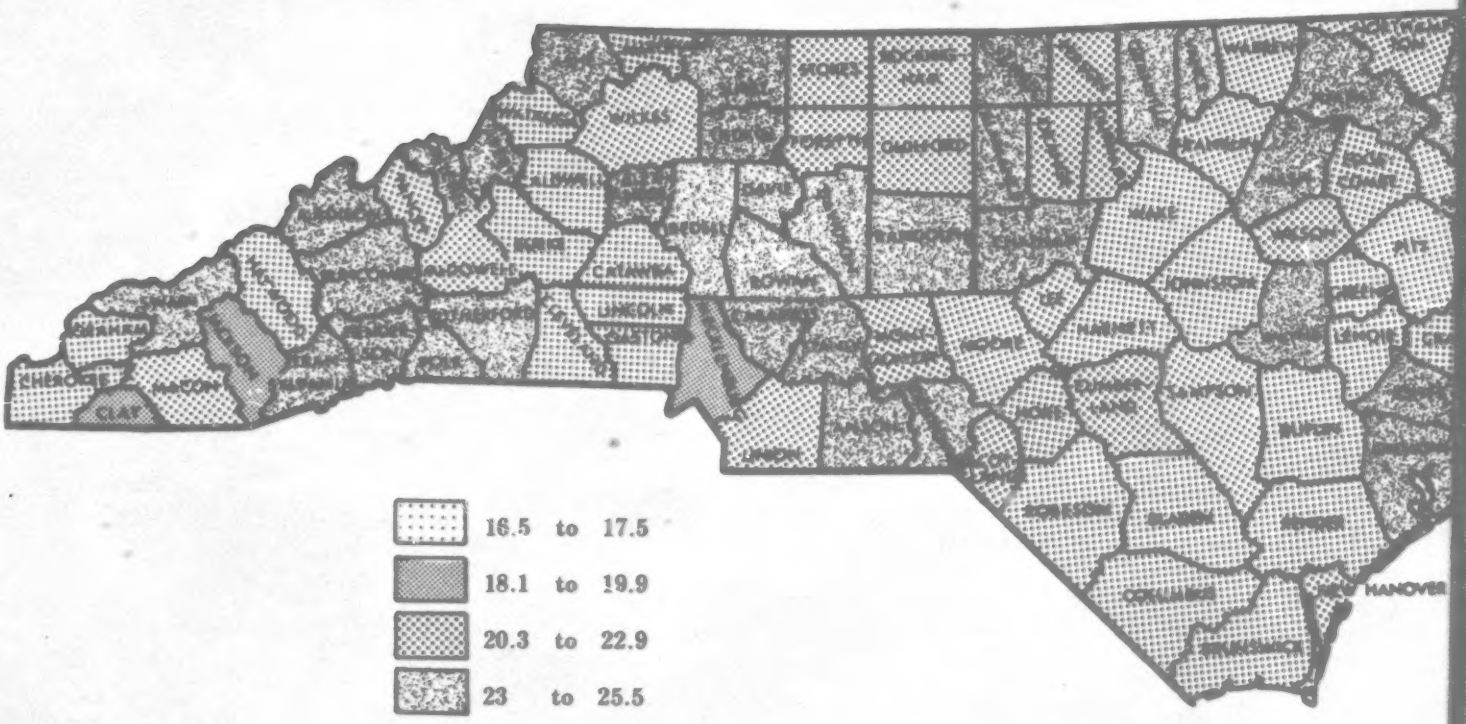
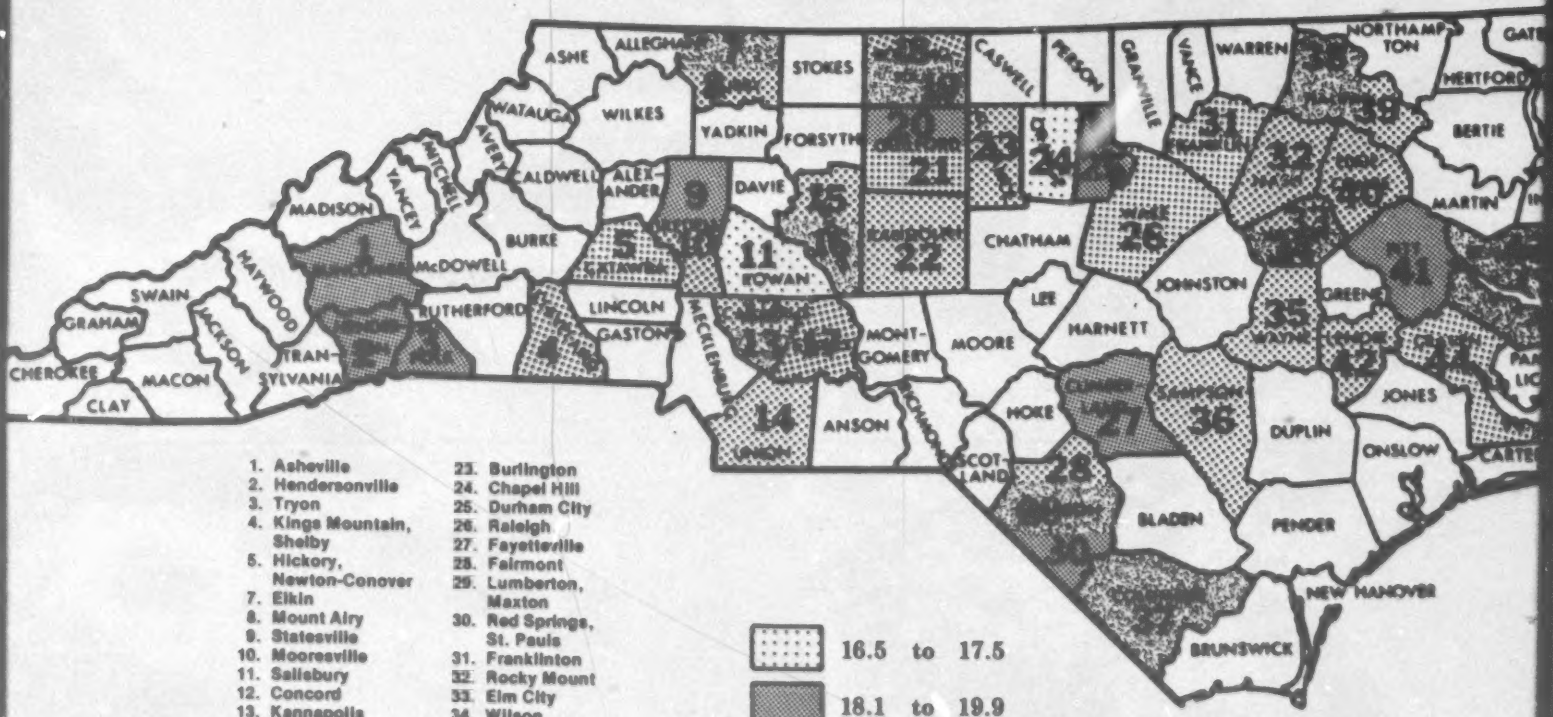


Figure 42

mentary Instructional Personnel/Pupil Ratios In County Administrative Units

Figure 43

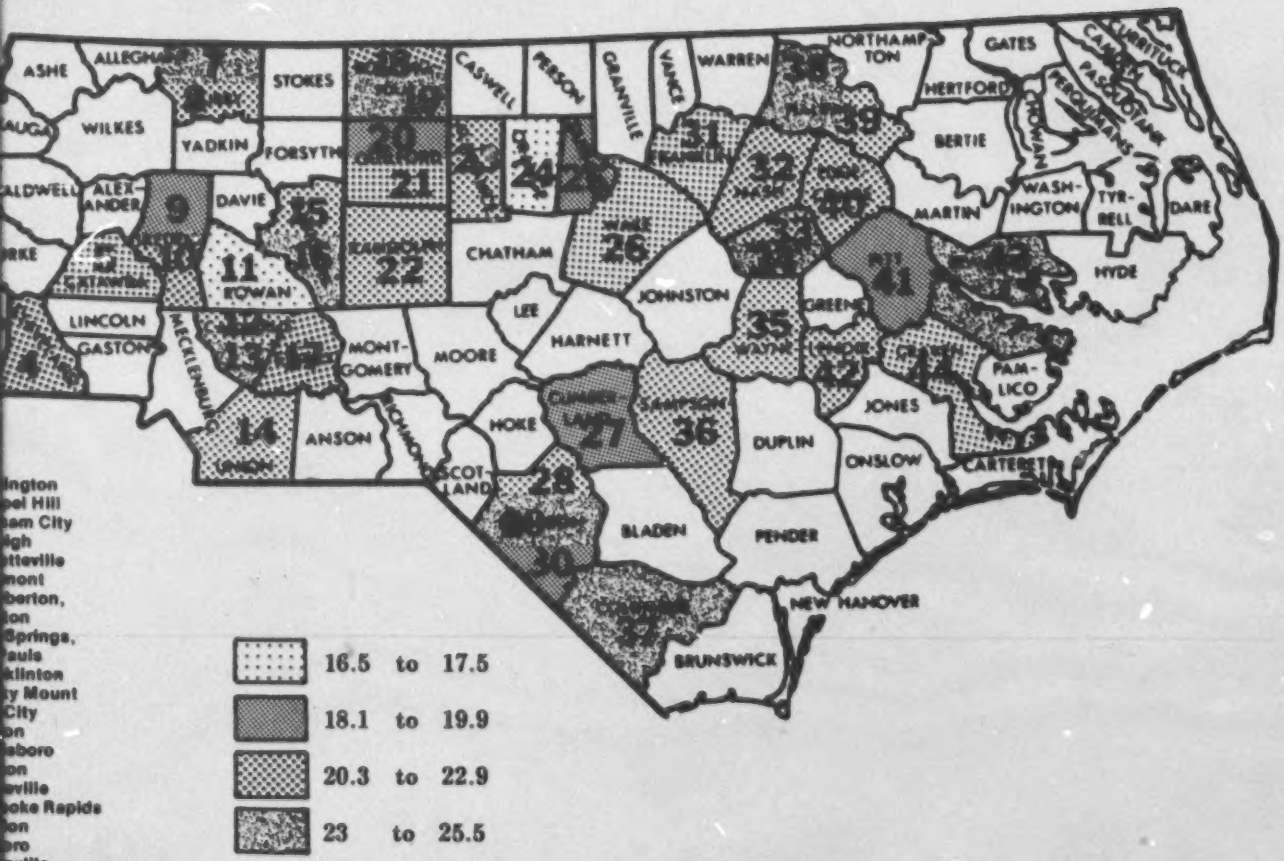
Elementary Instructional Personnel/Pupil Ratios In City Administrative Units



1. Asheville
2. Hendersonville
3. Tryon
4. Kings Mountain, Shelby
5. Hickory, Newton-Conover
7. Elkin
8. Mount Airy
9. Statesville
10. Mooresville
11. Salisbury
12. Concord
13. Kannapolis
14. Monroe
15. Thomasville
16. Lexington
17. Albemarle
18. Madison-Mayodan, Reidsville
19. Eden
20. Greensboro
21. High Point
22. Asheboro
23. Burlington
24. Chapel Hill
25. Durham City
26. Raleigh
27. Fayetteville
28. Fairmont
29. Lumberton, Maxton
30. Red Springs, St. Pauls
31. Franklinton
32. Rocky Mount
33. Elm City
34. Wilson
35. Goldsboro
36. Clinton
37. Whiteville
38. Roanoke Rapids
39. Weldon
40. Tarboro
41. Greenville
42. Kinston
43. Washington
44. New Bern

Figure 43

tary Instructional Personnel/Pupil Ratios In City Administrative Units



97

GRADE ORGANIZATION

- Nearly 50 administrative units have a 10-12 high school grade organization exclusively.
- Nearly 40 administrative units have a 9-12 high school grade organization exclusively.
- County administrative units are much more likely than city units to have a mixed grade organizational pattern.

GRADE ORGANIZATION

y 50 administrative units have a 10-12 high school grade organization
sively.

y 40 administrative units have a 9-12 high school grade organization
sively.

y administrative units are much more likely than city units to have
ed grade organizational pattern.

Figure 44

High School Grade Organization
County Administrative Units

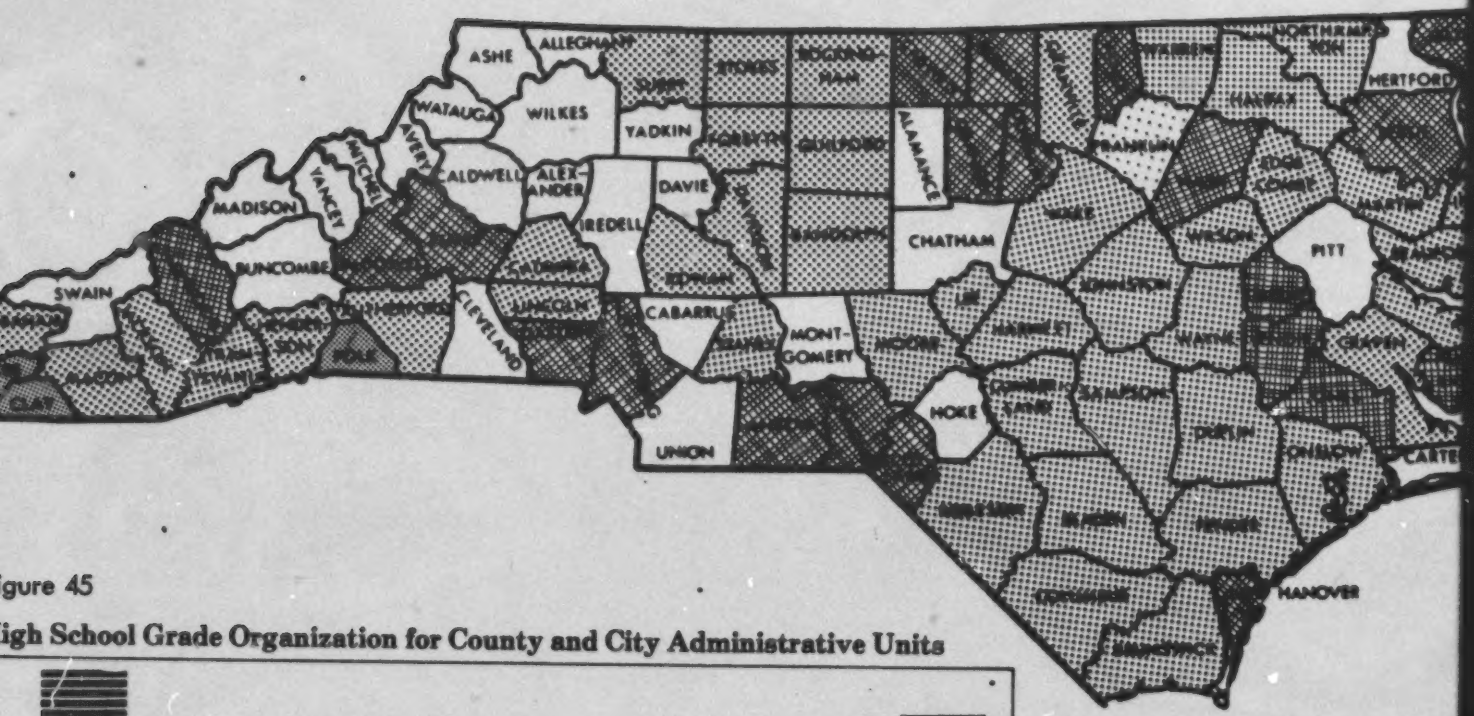


Figure 45

High School Grade Organization for County and City Administrative Units

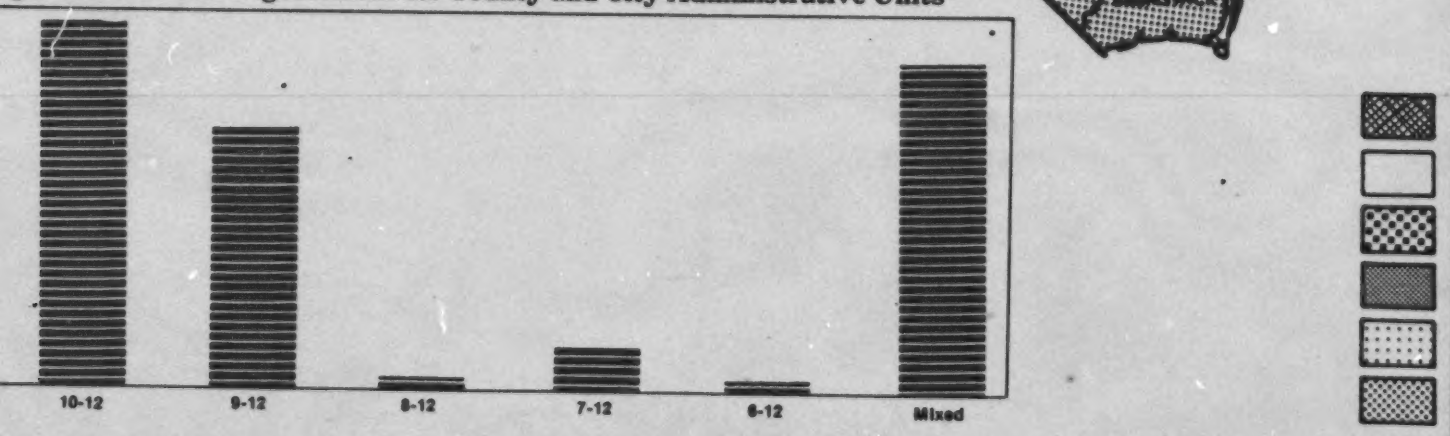
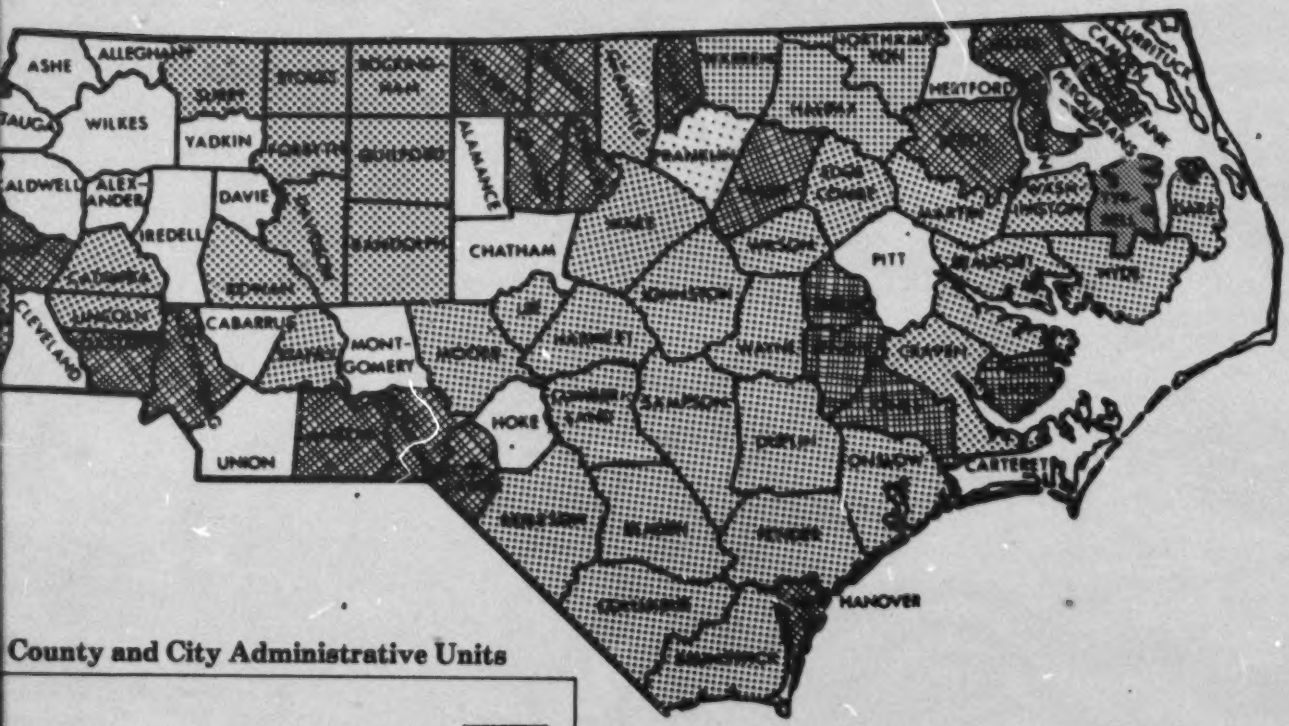
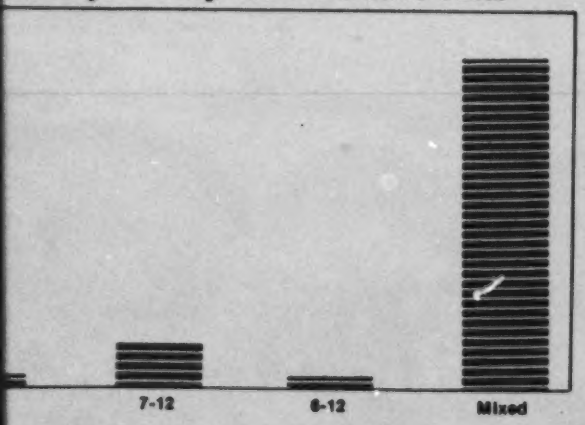


Figure 44

High School Grade Organization
County Administrative Units



County and City Administrative Units



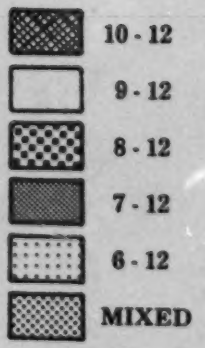
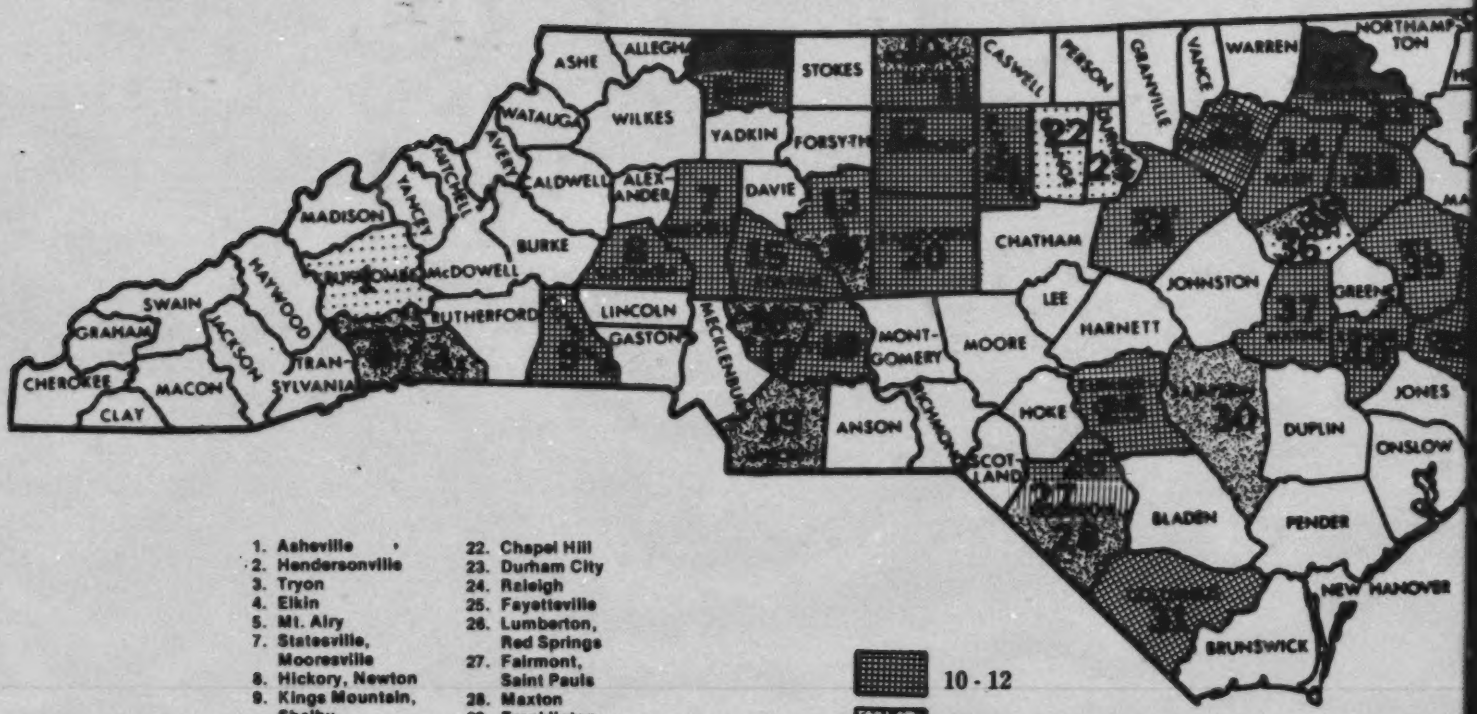


Figure 46

High School Grade Organization
City Administrative Units

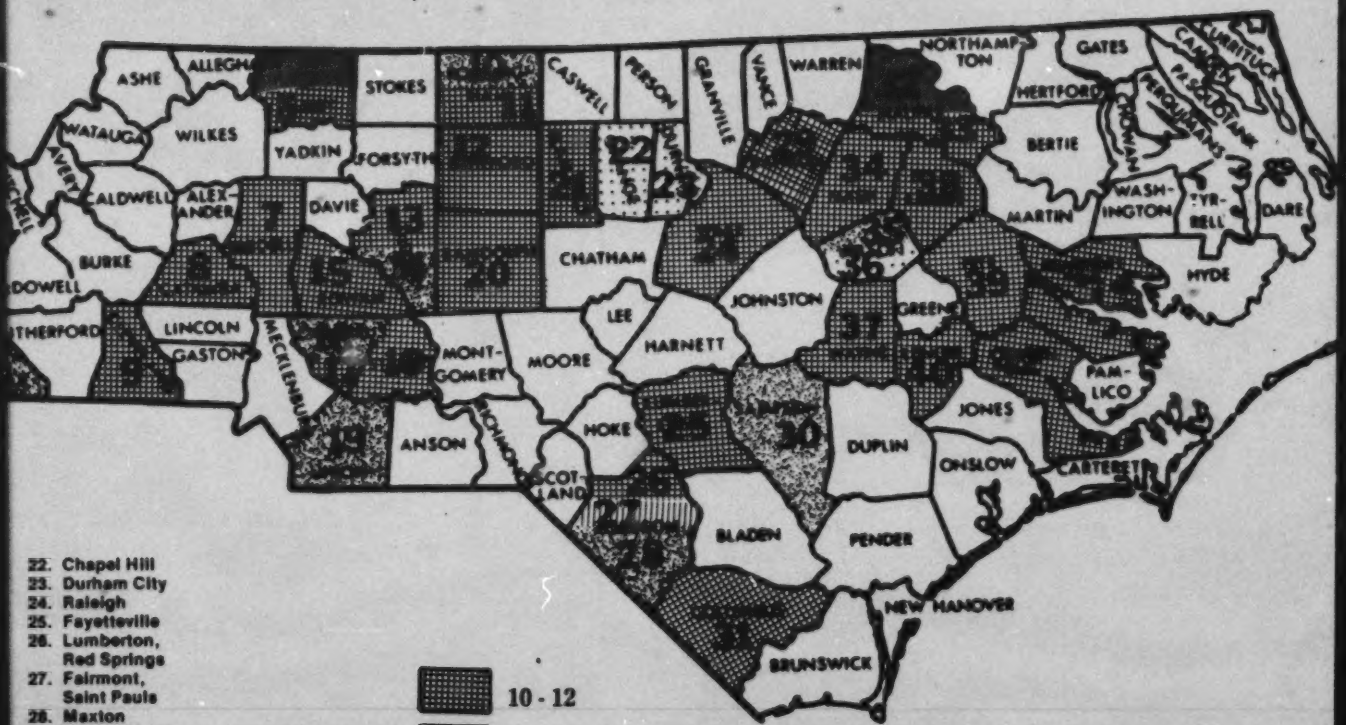


1. Asheville
2. Hendersonville
3. Tryon
4. Elkin
5. Mt. Airy
7. Statesville, Mooresville
8. Hickory, Newton
9. Kings Mountain, Shelby
10. Madison-Mayodan
11. Eden, Reidsville
12. High Point, Greensboro
13. Lexington
14. Thomasville
15. Salisbury
16. Concord
17. Kannapolis
18. Albemarle
19. Monroe
20. Asheboro
21. Burlington
22. Chapel Hill
23. Durham City
24. Raleigh
25. Fayetteville
26. Lumberton, Red Springs
27. Fairmont, Saint Pauls
28. Maxton
29. Franklinton
30. Clinton
31. Whiteville
32. Roanoke Rapids
33. Weldon
34. Rocky Mount
35. Elm City
36. Wilson City
37. Goldsboro
38. Tarboro
39. Greenville
40. Kinston
41. Washington
42. New Bern

10 - 12
9 - 12
8 - 12
7 - 12
6 - 12
MIXED

Figure 46

High School Grade Organization
City Administrative Units



ADMINISTRATIVE PERSONNEL

- One city administrative unit and five county units have less than 330 students for each principal.
- Ten administrative units have at least 720 students for each principal.
- Given the wide variance across the state in school sizes there is a striking difference from unit to unit in the number of students to each principal.

Figure 47

School Administrative Personnel
Pupil/Principal Ratio
County Administrative Units

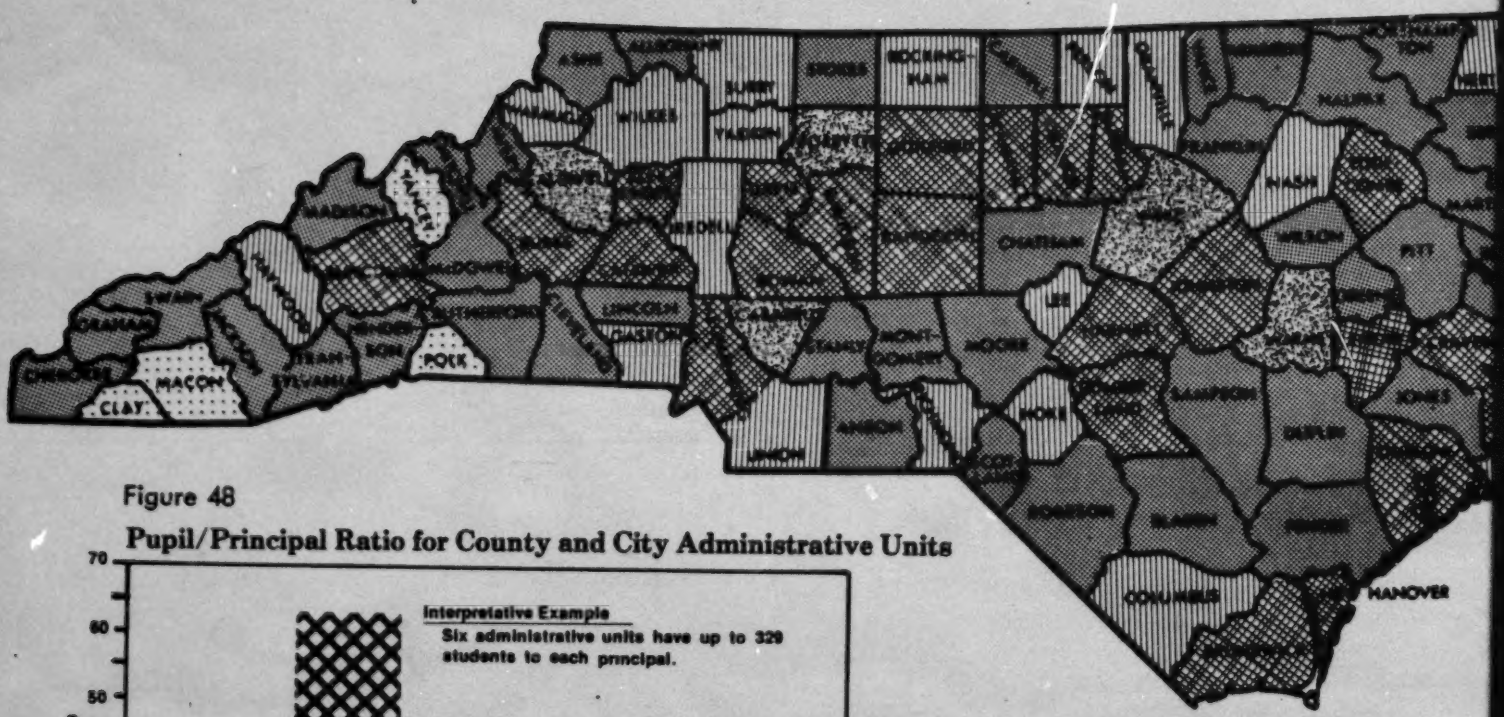


Figure 48

Pupil/Principal Ratio for County and City Administrative Units

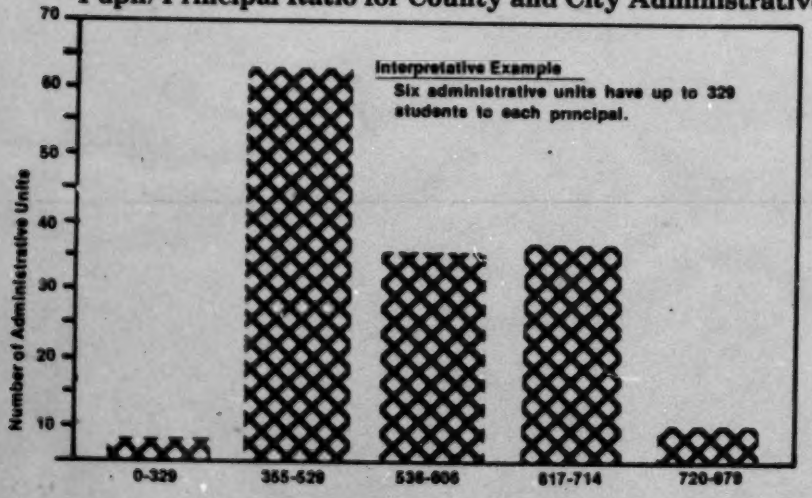
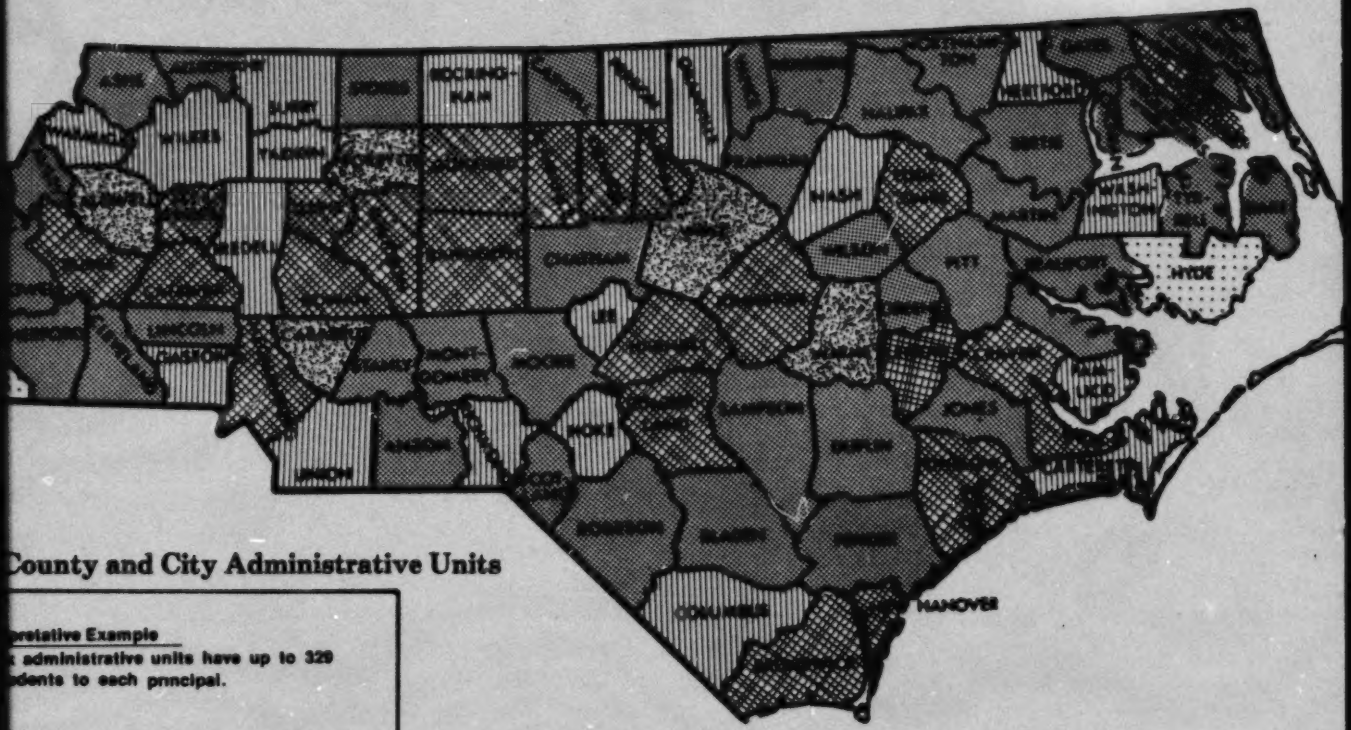


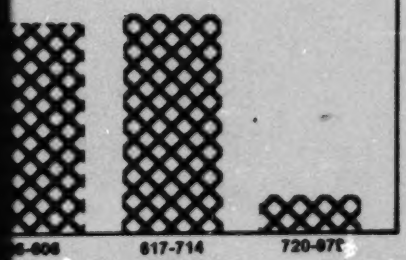
Figure 47

School Administrative Personnel Pupil/Principal Ratio County Administrative Units



County and City Administrative Units

retative Example
administrative units have up to 329
dents to each principal.



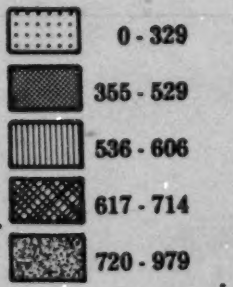


Figure 49

School Administrative Personnel Pupil/Principal Ratio City Administrative Units

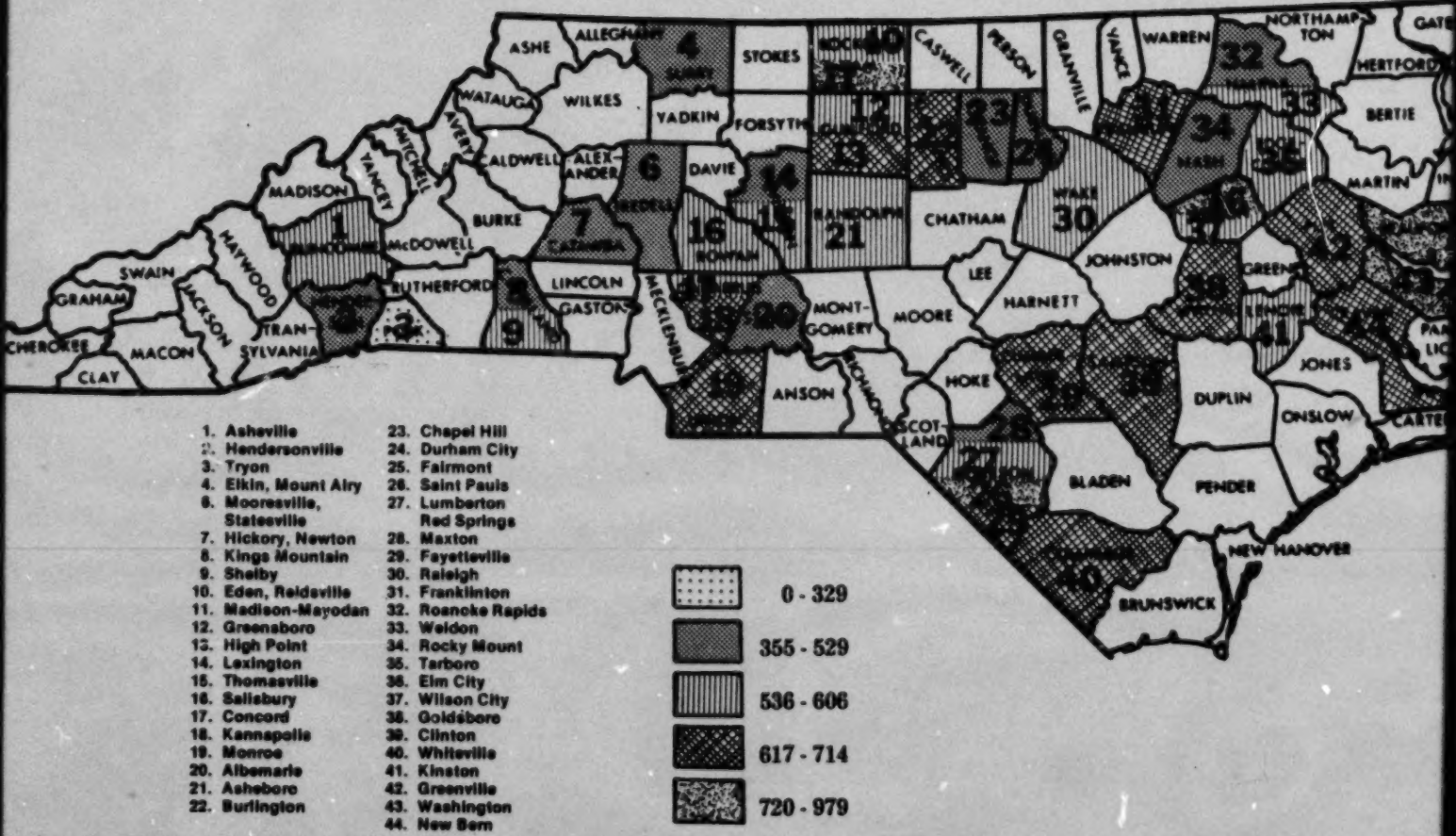
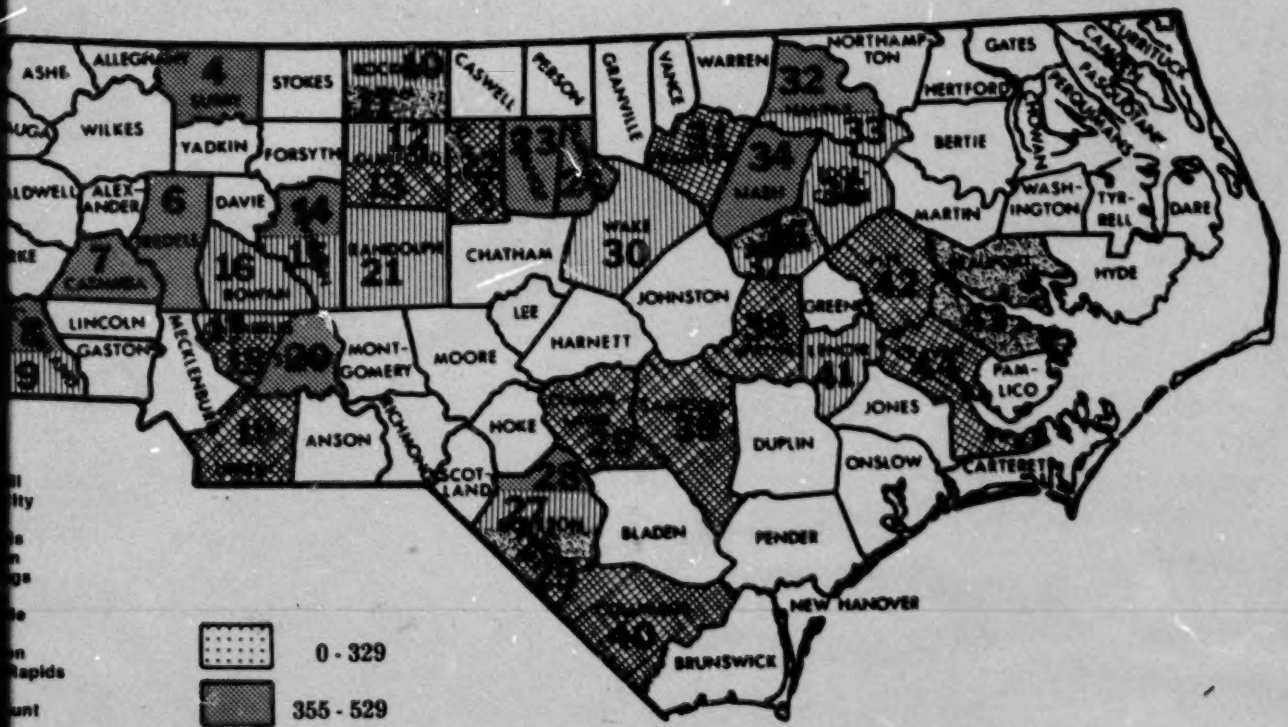


Figure 49

School Administrative Personnel Pupil/Principal Ratio City Administrative Units



A SUMMARY OF THE PRESENT SITUATION IN NORTH CAROLINA

Introduction

From the information presented, it is obvious that there are major differences in economi conditions from region to region in North Carolina. While it is the intent of this study to differences in educational services from region to region, and even from administrative unit trative unit, it is felt that seeing educational service differences in the context of accompa and social differences can be instructive. It is difficult to draw definitive cause and effe from information of this type. However, seeing associations without establishing definite ca relationships can be helpful. An examination of data for the purpose of identifying the impo economic, and educational characteristics of regions, and of administrative units is useful.

While some readers may simply want to study the descriptive information presented in ord disparities in educational service, from region to region, and unit to unit, others may wish this and determine the relationship between available resources and educational service. Sti wish to use this data to address questions of efficiency and productivity. Some may even wis the data in an attempt to determine how demographic differences have contributed to disparit

It is felt that this study can be a significant contribution if it does no more than set scriptive picture. Making people aware of inequalities and inadequacies is no mean contribut ciations made below are to aid readers in whatever mission they may have.

Differing Social and Economic Conditions

North Carolina is a state of great geographic variety. Extending from the Atlantic Coas southern piedmont into the Appalachian foothills and then on to the highest peaks east of the

A SUMMARY OF THE PRESENT SITUATION IN NORTH CAROLINA

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nomic Conditions

state of great geographic variety. Extending from the Atlantic Coast through the
he Appalachian foothills and then on to the highest peaks east of the Rockies, it

offers a range of topography that has promoted many different styles of living and ways of making

The 1970 United States Census reported a population of 5,082,059 people in North Carolina. A fifth of them lived in cities of over 50,000. There were 35 places of from 10,000 to 50,000 peopl there were 95 towns of from 2,500 to 10,000. Many others resided in very small towns and in the c side. There have been major population changes in North Carolina during the last few years. From 1970 eight counties experienced major growth. During the same period, nine counties declined in p by one-fifth or more. Seventy of North Carolina's one hundred counties lost population between 19 1970; and yet the State's population grew from 4,556,155 to 5,082,059. Thirty counties gained pop It is projected that between 35 and 40 of North Carolina's counties will decline in population bet and 1978.

Over 25 per cent of the families in thirty-five counties had incomes below the poverty level to the 1970 Census; and yet in ten counties, at least 12.5 per cent of all families had incomes of or more. Median family income in 22 counties was $8,000 or over. In 32 other counties the median income in 1970 was less than $6,000. There were counties, according to the 1970 census, where the income was between $1,668 and $2,000, and there were other counties where it was approximately twi There is a wide range of economic conditions across the state.

Over 40 per cent of all adults, aged twenty-five and over, in fifteen North Carolina counties least a high school education in 1970. But yet, in seven other counties, under 25 per cent of all had completed high school. Less than 30 per cent of the adults in 41 of the 100 counties had fini high school. For the most part, those counties which are most heavily populated have the most hig educated adult population.

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art, those counties which are most heavily populated have the most highly

There are wide variations in property wealth across North Carolina. Valuation examined on public school student basis indicates a wide disparity in ability to support education or any service. Valuation per pupil in some counties is nearly three times as much as it is in other example, a ten cent property tax levy would generate less than $27.00 per student in 25 counti other counties, a ten cent property tax levy would generate over $50.00 per student. For the the larger administrative units have a greater support capability per student. However, there interesting exceptions to this.

Another interesting measure of social and economic conditions in North Carolina is the nu physicians in each county. Here too, there are seeming disparities. For example, using the nu school children per doctor as an indication, it is interesting to note that there are several where there are fewer than 400 students per physician. In several other counties there are mo public school students per physician.

Differing Education System Conditions

There are 145 school systems in North Carolina. One hundred of these are county adminis and forty-five of them are special city administrative units. While there are administrative the state with fewer than 2,000 students, there are others with well over 20,000 students. T administrative units have more than 40,000 students. Student population is changing markedly Carolina. It's projected that between 1970 and 1978 six administrative units will experience growth. During the same period, it's projected that fourteen administrative units will have growth. However, most units are projected to have a declining population between 1970 and 19

riations in property wealth across North Carolina. Valuation examined on a per basis indicates a wide disparity in ability to support education or any social r pupil in some counties is nearly three times as much as it is in others. For perty tax levy would generate less than $27.00 per student in 25 counties. In 16 cent property tax levy would generate over $50.00 per student. For the most part, ve units have a greater support capability per student. However, there are some to this.

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There are school systems in North Carolina that graduate between 84 and 89 per cent of the st who enter grade nine. However, in contrast, nineteen school systems in 1973 graduated less than 5 cent of the students who had entered grade nine four years earlier. But, ten school systems in 19 graduated in excess of 77 per cent of their grade nine students. There seems to be sharp disparit educational opportunity in North Carolina. It is interesting to note that while some small and so large school systems had exceedingly good graduation rates in 1973, none of the larger systems (ov 10,000 students) had a very low graduation record. It is also interesting to note that, for the m part, those systems with the lowest number of students to each teacher had the most success. In f all units which had less than 17 students per teacher, in 1973, graduated more than 75 per cent of students who had entered grade nine four years earlier. No system with more than 23 students per had a rate of 75 per cent. Fifty per cent of the systems which had between 18 and 19 students per in 1973, graduated 80 per cent or more of their grade nine students, while of the units that had m 20 students per teacher, almost none had a record of 80 per cent.

There is wide variation across North Carolina with respect to the resources provided for educ While North Carolina ranks high, among the states, in the percentage of per student cost paid for Government, variations in local contributions create disparities. For example, the local expendit sixteen administrative units is between 27 and 81 dollars per student. In contrast, three admini units spend more than 300 dollars per student and twenty-two spend in excess of 200 dollars per st For the most part, the larger administrative units are spending the most per student, although the interesting exceptions.

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There are also marked differences from unit to unit with respect to staffing for public e
In fact, if the certification of educators is used to measure the quality of instruction avail
students in a school system, there are some rather obvious disparities across the state. For
in fifteen systems, less than ten per cent of the instructional personnel have graduate certif
22 other systems, more than twenty per cent of the instructional personnel have graduate certi
There are systems where more than thirty-five per cent of the instructional personnel have gra
certificates.

Also, given the wide variance across the state in population density there are striking d
from unit to unit in the sizes of schools. There are many schools in the state with less than
In contrast, there are many other schools which have well over 1,000 students. In addition, f
trative unit to administrative unit there are differences in the number of professionals avail
students. For example, while there are units where the number of elementary instructional per
allow each eighteen students to be served by one professional person, there are other units wh
are twenty-four or more students for each elementary professional. At the high school level,
from unit to unit in number of instructional personnel to student enrollment is obvious. In f
is even greater than at the elementary level. While many administative units have between 17
students per instructional person, there are units with as many as 23 students to each high sc
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l person, there are units with as many as 23 students to each high school instruc-
st, there are administrative units which have as few as 12.6 to 15 students per

Finally, there are major differences in organizational structure across the state. As an e
nearly 50 administrative units have a 10-12 high school grade organization, while 40 units have
ganizations.

Just as there are very marked differences across the state in geography and economic condit
are obvious disparities in social services. Education is a social service which stands out in
The young people of North Carolina are served by a wide variety of school system arrangements.

AN ANALYSIS

It is interesting to look for characteristics that are common to certain of North Carolina'
systems. Are certain factors often, or even usually, associated with others when school systems
In an attempt to answer this question, nineteen administrative units in the state were the subje
analysis. They were selected because they were the systems with less than a 57 per cent student
rate. In other words, in these school systems, less than 57 per cent of those who entered grade
graduated four years later. The question was asked, how do these nineteen systems compare when
are considered? The answers were interesting.

Only one of the nineteen was a large administrative unit. There are fifty units in the sta
seven thousand or more students. Of the nineteen selected for examination, only four would fall
category. In fact, thirteen of the nineteen had fewer than 6,000 students. Compared to all sch
in North Carolina, these nineteen were, for the most part, among the smaller ones.

A comparison of the standard of living in the nineteen units was also done. For the most p
were among the areas of the state with the lowest standard of living. One measure looked at was

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the per cent of families below poverty level. In thirteen of the nineteen, at least twenty fi
of the families were below poverty level. There are forty-five counties in North Carolina in
than twenty per cent of the families are below the poverty level. Five of the school systems
were in such counties. The remaining 14 systems were in counties where the poverty level was
There are twenty-three counties in the state in which ten per cent of the families have an inc
dollars or more. Only three of the nineteen systems examined were in counties where the famil
at this level. In fact, the median family income was greater than 7,000 dollars in only five
areas studied. There are 42 counties in the state where the median family income is greater t
dollars.

Another characteristic that was compared is that of high school completion among the adul
There are fifteen counties in North Carolina where the percentage of adults who have completed
is over 40. There are 59 counties in which more than 30 per cent of the population has a high
education. Only five, of the nineteen units studied, were in counties where 30 per cent of th
have completed high school.

A comparison of support capability yielded interesting facts. For the most part, the nin
systems were among those in the state that have the least support capability. An indication
capability was obtained by determining how many dollars per pupil could be generated by a 10
Support capability for counties across the state range from $21.70 per student to over $60.00
There are sixteen North Carolina counties in which a 10 cent levy would generate over $50.00
There are thirty counties in the state that could generate over $41.00 per student with a 10

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Only four of the nineteen units examined fall within this category. Indeed eight of the nineteen generate only 22 to 27 dollars per pupil.

A most interesting comparison was done on the amount of local expenditure for education in th administrative units studied. Local expenditures in administrative units across the state range to $389.61 per pupil. For the most part, the administrative units examined did not have a very hi expenditure. For example, there are 48 administrative units in North Carolina that spend more tha per student annually. Of the nineteen units studied, only three fall within this category. Indee of the nineteen were spending between 27 and 81 dollars per student.

Still another comparison was done in the area of instructional staff available in each of the At the elementary level across the state, the number of students to each instructional person rang 16.5 to 25. At the high school level, the range is from 12.6 to nearly 24. There are fifteen adm tive units in the state which have a student to elementary instructional person ratio of less than to one. None of the nineteen units examined fall within this category. All of the units studied than twenty students to each instructional person at the elementary level and six of them had 23 o students to each instructional person. There are seventeen units in the state which have a high s student to instructional person ratio of less than 17. All except one of the 19 units examined ha of more than 17 students to each instructional person. In fact, four of the units had more than 1 to each instructional person. There is a wide range of teacher qualifications across the state as by the number in each unit who hold graduate certification. There are units in which under ten pe of the staff hold graduate certificates. There are other units in which over 35 per cent of the p

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per cent of staff members held a graduate certificate. In 10 of the 19, between ten and fift
of the professional staff held graduate certificates. In five of the units, at least 15 per
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Finally as a matter of interest, the nineteen selected school systems were examined to g
of how they compare with respect to a human service other than education. The measure used w
of physicians in the county of the school system studied. Using the number of students in th
each physician, an indicator figure was arrived at. Across North Carolina there are counties
physicians, and counties with very few. More significant than this is the fact that while th
in which there are fewer than two hundred students to each physician, there are others in whi
over 2,000 students to each physician. There are fifty-two counties in North Carolina in whi
of public school students to each physician is less than eight hundred. Indeed there are twe
counties where the number of students to each physician is less than five hundred. Of the ni
systems examined only one was in a county with less than five hundred students per physician.
were in counties of between six hundred and eight hundred per physician. The remaining sixte
counties that had more than eight hundred students for each physician. In fact, seven of the
studied were in counties where there were in excess of one thousand students per doctor.

Summary

It was found that the school systems in the sample had several characteristics in common
had less than a 57 per cent retention rate, i.e. fewer than 57 per cent of grade nine student

ate certificates. In four of the 19 administrative units studied, fewer than ten
rs held a graduate certificate. In 10 of the 19, between ten and fifteen per cent
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the school systems in the sample had several characteristics in common. They all
cent retention rate, i.e. fewer than 57 per cent of grade nine students graduated

from high school. For the most part, they were comparatively small administrative units. They ex
in counties which are among the lowest in standard of living and in which the adult population is
highly educated as in many other counties. For the most part, the nineteen school systems were am
those in the state that have the lowest support capability, and indeed the amount of local expendi
education was relatively low. They had a student to instructional staff ratio which ranged from p
fair in comparison to the other administrative units across the state and, for the most part, the
of teacher certification in these units ranged from poor to fair, compared to the rest of the stat
nally, in looking at the provision of another human service in these school systems, it was noted
are in counties which do not rank favorably with respect to the number of physicians available on
capita basis.

In the sample of school systems studied, there were social, economic, and educational characte
tics in common.

SOME CONCLUSIONS

Finance

If it is a state goal to provide conditions within which there may be equality of educational opportunity for students, regardless of where they live, and if it is felt important that students in every administrative unit have a level of service which is considered adequate, then the state should increase its share of school costs.

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crease its share of school costs.

Increased local expenditure for education is a laudable goal. However, as this analysis because of basic economic disparities across the state, many units do not have the capability do. Some units would have to make a much greater effort than others to achieve the same leve support.

The court in San Antonio v. Rodriguez[6] found evidence of inhabitants in poor Texas schoo paying a much higher rate of tax than the people of wealthier districts, and yet obtaining a fewer dollars per pupil, because of great variations in property valuations between districts nia Supreme Court in Serrano v. Priest[7] ruled that education, as a right protected under the amendment, must not be a function of geography or property wealth. North Carolina ranks high states in the proportion of financial support that is contributed by the state. Approximatel cent of per pupil revenue in North Carolina comes from local sources, approximately 10 per ce federal sources, and nearly 70 per cent is contributed by the state. Generally speaking, the percentage of revenue derived from state and federal sources, the greater the chance for equa services. States which depend heavily on local property taxes for public school support, pla district at the mercy of its ability and willingness to generate revenues. While North Carol enviable position, it will require a continuing effort to maintain a high level of state supp

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[6]U. S. District Court Rodriquez V. San Antonio Independent School District, Civil Action No. San Antonio, Texas, December 24, 1972.

[7]Arthur E. Wise, "The California Doctrine," Saturday Review, New York, November 20, 1971, pp.

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driquez V. San Antonio Independent School District, Civil Action No. 68-175-SA,
ember 24, 1972.

lifornia Doctrine," Saturday Review, New York, November 20, 1971, pp. 78-83.

indicated in this analysis, basic conditions of great disparity exist across the state, thus, mor of opportunity will demand an even greater state effort.

Organization and Governance

If it is a state goal to provide conditions within which there may be equality of educationa opportunity for students, regardless of where they live, and if it is felt important that students in every administrative unit have a level of service which is considered adequate, then the state should promote the consolidation of small administrative units.

While there are administrative units in North Carolina with fewer than 2,000 students, there others with more than 20,000 students. Most units fall within this range. There are two units w have less than 1,000 students and one which has approximately 70,000 students. Eight units have 1,000 and 1,499 students, ten have between 1,500 and 1,999 students, sixteen have 2,000 but not m 2,999 students, thirty-six units have between 3,000 and 4,999 students, twenty-seven have at leas but not more than 6,999 students, twenty units have between 7,000 and 9,999 students, twenty-two have between 10,000 and 19,999 students, and seven have between 20,000 and 49,999 students. Ther been several mergers in recent years with the total number of units declining while the size of a trative units has been increasing. However, student population continues to change markedly. It projected that between 1970 and 1978 six administrative units will experience fairly substantial During the same period it is projected that fourteen units will experience minor growth. Most ad trative units will have a declining population during this period.

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lining population during this period.

It has been noted that disparities in services for students across North Carolina are a re part, of basic economic and social disparities from region to region in the state. People livi areas just cannot afford the level of service that those in wealthier areas can provide.

There is another important factor in the provision of adequate and more equal service. Se thorities believe that the governance structure for education can contribute to inadequacy of s inequal opportunity.[8] It is argued that too many small administrative units can inhibit the po resource and service sharing in a region. Sometimes the existence of several small units can deterents to needed regional program planning, curriculum development, and course articulation also been noted by several authorities that extremely small units are costly to operate and th range of services within them is just not feasible. Units with extremely limited enrollments possible to have schools of a size necessary to provide comprehensive programs. Some have arg

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[8]School District Organization, Journey That Must Not End, American Association of School Admin and the Department of Rural Education of the N.E.A., Washington, D.C., 1962.

[8]C. O. Fitzwater, State School System Development: Patterns and Trends, Education Commission States, Denver, Colorado, 1968.

[8]J. W. Duncan and H. M. Rosenberg, The Socioeconomic Environment for the Educational System in Manpower and Regional Economics Division, Battelle Memorial Institute, Columbus, Ohio, 1966.

[8]The Great Plains Project, Guidelines for School District Organization, The State Department o Lincoln, Nebraska, 1968.

[8]William R. Boren, School District Reorganization in Utah, The State Board of Education, Salt Utah, 1974.

[8]The Iowa Report, A Design for Educational Organization in Iowa, State Department of Educatio Moines, Iowa, 1968.

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small units find it more difficult to employ highly qualified professional staff. Several authorit maintain that funds for education can have greater impact, and can contribute to a broader range of if not restricted by small schools and small administrative units. Differentiation of professional can be more easily accommodated in moderate to large administrative units.

A development evident across much of the United States has been that of a gradual shifting of population from the countryside to suburban and urban areas. While this trend may have been slowin what, there have already been significant changes in residential patterns in North Carolina. The m rural units have been declining in student population. Also, a concurrent phenomenon across the co in North Carolina has been the movement of middle and upper income families from the most highly ur areas into the suburbs. Property valuations in suburban areas have been increasing while cities ha it increasingly difficult to afford an adequate level of services. Governance jurisdictions for se have been slow to change and imbalances have developed. Inequality of opportunity and inadequacy o service can be, in part, a function of governance structures.

GUIDELINES FOR REORGANIZATION

In addressing the issue of educational organization and governance in North Carolina the quest arises as to what an appropriate sized unit is. Needless to say, in a matter as complex as public education, there is no easy answer. In fact, the determination of most efficient and productive ad trative unit size depends on many local variables. Some of these are, of course, topography, densi population, population trends, and community values and traditions. However, an extrapolation of i from the research data may be helpful for those who are concernedwith this issue. From the informa analyzed on education in North Carolina the following have come to light:

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Findings in North Carolina

That, for the most part, the larger administrative units have a greater support capabilit student.

That, for the most part, the larger administrative units are expending more local money p than the smaller units.

That, for the most part, the larger administrative units have schools of greater enrollme smaller units.

That, for the most part, moderate sized and large administrative units have a greater stu rate.

That, for the most part, the smaller administrative units in the state are located in the areas.

That, for the most part, the more rural areas of the state are declining in population.

That, for the most part, the more rural areas of the state have the lowest standard of li measured by family income.

That, for the most part, residents of the more rural areas of the state are less highly those of the more urban areas.

That, for the most part, the larger administrative units have fewer students per instruct

That, for the most part, the larger administrative units have a greater variety of speci special services.

That, for the most part, student retention is higher in the units with the fewest studen structional person.

That, for the most part, a greater proportion of teachers in the larger administrative u graduate certification.

That, for the most part, the cost of administrative services per student is greater in t administrative units.

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That, for the most part, the cost of auxiliary services per student is greater in the smaller administrative units.

Literature on Organization and Governance

A survey of the literature indicates that our research conclusions, about school district orga and governance, are in keeping with the thinking of numerous authorities in the field.

In 1948, a State Education Commission issued its report entitled, Education in North Carolina, and Tomorrow. On the subject of administrative unit size the commission concluded, "small units ei are expensive to operate or they are not in position to provide the services needed by the childre teachers".[9] "Since a local administrative unit should be sufficiently large to warrant the provisi of all essential and desirable administrative and supervisory services, local units of school admi tration which are established in the future should be organized so as to assure in the unit an abs minimum of 3,500 to 4,000 school population and a desirable minimum of 9,000 to 10,000 school popu

In 1968 the study, Guidelines for School District Organization[11] was published. This study s by the Departments of Education in Iowa, Missouri, South Dakota, and Nebraska was conceived and or as a result of serious state-level concern for providing equitable educational opportunities for t

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[9]State Education Commission, Education in North Carolina, Today and Tomorrow, United Forces for E Raleigh, North Carolina, 1948, p. 338.

[10]Ibid, p. 401.

[11]Great Plains Project, Guidelines for School District Organization, The State Education Departmen Lincoln, Nebraska, 1968.

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48, p. 338.

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youth in each of the four states. "There existed a felt need for a structural reorganizatio that would make possible the providing of desired programs and services at a high level of ex efficiency of organization and economy of operation".[12] In doing the study, the project team research done in many other states and did an in-depth analysis of services in the four great A conclusion reached was that the achievement of the purposes for which the district was crea related to numbers of pupils enrolled. The study noted that a trend is beginning to emerge i of those studying appropriate school system size which holds that for the provision of truly programs and services there should be a minimum of from 15,000 to 20,000 students in an admin unit. In surveying the thinking of authorities on recommended sizes for local administrative which have the mission of providing desirable breadth in programs, but less than truly compre programs and services, the project team found that an enrollment of approximately 10,000 is r

The following are some recommendations that the Great Plains Project team found in the p literature:

Recommending Authority	Recommendation
National Commission on School District Reogranization (1948)	10,000
Department of Rural Education, N. E. A. (1948)	9,800 - 12,000
Midwest Educational Research Center	11,000
Edgar L. Morphet, University of California	10,000

[12]Ibid, p. 94.

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Institute of Administration Research, Teachers College, Columbia, University (1961)	20,000 - 50,000
Organization of School Systems in Georgia (Study by George Peabody College) (1965)	15,000 - 20,000
Master Plan for School District Organization in Ohio (1965)	25,000 - 35,000 (For Comprehensive Programs and Services)

The recent Fleischmann Commission report on the Quality, Cost, and Financing of Elementary and Secondary Education in New York State[13] makes reference to the need for further consolidation of sc districts in the state as one factor important to good management. Noting that the number of distr had decreased from over 9,000 in 1930 to 760 in 1970, the commission calls for further consolidatio increase efficiency and effectiveness.

Other recognized authorities have made the following recommendations on school system size in interest of both efficiency of operation and effectiveness of program:

> Reorganized districts provide greater opportunities for students. The teaching staff has a higher level of preparation in reorganized (larger) districts. Auxiliary services are more prevalent in reorganized districts.[14]

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[13]Fleischmann Commission, The Quality, Cost, and Financing of Elementary and Secondary Education in York State, Viking Press, N.Y., 1973, p. 13.

[14]Kenneth Leroy Swanson, A Study of Reorganized School Districts in Idaho and Kansas, unpublished doctoral dissertation, University of Utah, 1971, p. 173.

Administration Research, Teachers umbia, University (1961)	20,000 - 50,000
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The larger the school district the more course offerings are available to the pupils

The literature and research emphasize the relationship between size of school and number of course offerings.[16]

In 1974, the Utah State Board of Education published a report entitled, School District R in Utah.[17] While Utah has only forty administrative units, the report calls for further conso the interest of efficiency of operation and adequacy and equality of programs and services. F analysis of districts in the state a conclusion was reached on the efficiency of small units c to that of larger administrative units. It was observed, "if one were to ask what size school is most economical and efficient in Utah in the use of district-related personnel, the answer to be 18,000 to 20,000 students. In Utah, in general, the larger the district the more effici eration in the use of district related personnel."[18] The following are some of the criteria f zation that are reported in the Utah study.

"The recommendations for school district reorganization are based on the following convic

1. Each school district should be of sufficient size to provide comprehensive opportunit services, and programs to all children.

2. Each school district should be of sufficient size to permit the efficient use of pers buildings, and equipment.

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[15]Maxey and Thomas, The Great Plains Study, Guidelines for School District Organization, Depar of Education, Lincoln, Nebraska, 1968, p. 103.

[16]Joe L. Jackson, School Size and Program Quality in Southern High Schools, George Peabody Col Nashville, Tennessee, 1966.

[17]Utah State Board of Education, School District Reorganization in Utah, Salt Lake City, Utah,

[18]Ibid, p. 116.

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Great Plains Study, Guidelines for School District Organization, Department
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Size and Program Quality in Southern High Schools, George Peabody College,
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ucation, School District Reorganization in Utah, Salt Lake City, Utah, 1974.

3. Each school district should be organized to provide ample means to keep the schools respon to the people they serve.

4. Each school district should be of sufficient size to attract and retain strong and compete leadership.

5. Each school district should have a student enrollment of at least ten thousand students and preferably not more than thirty to forty thousand students.

6. School district boundaries should be permitted to cross county boundaries.

7. School district reorganization should provide for the development of strong school distric throughout the state."[19]

In 1968 the Department of Public Instruction in Iowa published a report entitled, A Design fo Educational Organization in Iowa. Summarizing their findings, the Iowa authors stated, "As a resu smaller districts -

1. Cost more to operate

2. Provide limited programs

3. Have fewer services available

4. Encourage citizens to accept lower levels of quality education than necessary or desirabl

The Iowa report recommended further consolidation of local administrative units and the estab of Area Educational Service Agencies.

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[19]Ibid, pp. 129 and 130.

[20]State Department of Education, A Design for Educational Organization in Iowa, The State Board of Education, Des Moines, Iowa, 1968, p. 10.

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Provincial (State Level) School Systems in Canada have also faced the issue of the relati organization and governance to efficiency of operation and adequacy and equality of services. report, Taxing and Financing Education in New Brunswick, it is stated, "After July 1, 1967 the districts were reduced to 33 with the provincial government assuming the total costs of capita expenditures for the basic educational programs."[21] A report on another Province notes, "The g structure for education was also a major cause of inadequacy and inequality. While the number in the Province of Prince Edward Island had steadily decreased during the sixties, there were of them. There were serious disparities in tax bases between districts, built in inhibitors t and service sharing, and a failure to coordinate programs regionally. Following planning offi dations, the provincial government has now established five regional school districts, has rem local property taxes, has administered a province-wide professional property assessment, and h a single provincial property tax. The total cost of public education is now paid from general accordance with a provincial foundation program."[22] The prestigious publication on the aims an of education in the schools of Ontario, Living and Learning, reported 1,900,000 students in th in 1968 with annual in-migration of 37,000 students. In 1967, there were over 1,000 public sc in the Province. The committee responsible for Living and Learning, recommended a reduction i

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[21]The Provincial Department of Education, Taxing and Financing Education in New Brunswick, Que Frederickton, N. B., 1974, p. 4.

[22]D. W. Russell, School System Reorganization and Full Provincial Funding, Phi Delta Kappan, I Indiana, 1973, p. 204.

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System Reorganization and Full Provincial Funding, Phi Delta Kappan, Bloomington,

of school districts. Speaking to appropriate size, the committee noted, "schools should offer a com hensive program from kindergarten through grade twelve. Consideration should be given to the inclus of nursery schools in the system. There should be continuing liason between school boards and insti of higher learning and adult education. Schools for senior students should be comprehensive, provid a general education for all, together with a wide choice of options for those who will be going on t further academic, technical, or vocational education. A board should provide a complete range of se from preschool diagnostic services to special services for the physically and mentally handicapped, as health and counseling services for all pupils. When the provision of special services is taken i consideration, the optimum conditions for providing educational services to all children within scho districts may be found somewhere within the broad limits of 5,000 to 20,000 pupils. A school systen be large enough to employ specialized consultative and administrative personnel. Various studies su that at about the 10,000 to 15,000 pupil level, sufficient teachers and consultative staff can be en

Finally, in 1968 the report of the Governors Study Commission on the Public School System of No Carolina published its report entitled, A Child Well Taught. The commission reported, "North Caroli has many school administrative units that do not have a justifiable basis as to the number of studen served. Although North Carolina has made significant progress in administrative unit mergers, much

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[23]The Provincial Committee on Aims and Objectives, Living and Learning, The Ontario Department of E Toronto, Ontario, 1968, p. 152.

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Aims and Objectives, Living and Learning, The Ontario Department of Education,
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is still needed to insure sound use of the State's money and quality educational programs. Se of today's 157 units enroll fewer than 5,000 students in grades 1-12. Many authorities state minimum enrollment of 15,000 is needed to provide economically the kinds of educational opport described in this report. The merger of small units must receive high priority if every child a strong and effective instructional program, and if maximum utilization is to be made of limi The commission went on to recommend, "So that North Carolina can provide economical and effect the commission recommends that the State adopt the county as the basic school administrative u of city units with county units and, where necessary, merger across county lines should be acc in order to achieve sound educational programs. The State Board of Education should be empowe legislature to develop criteria for such mergers, taking into account geographic conditions an factors. Merger should be accomplished as speedily as local conditions permit."[24]

REORGANIZING IN NORTH CAROLINA

The United States has experienced a remarkable reduction in the number of school district last three decades -- from more than 100,000 districts in 1945 to less than 18,000 districts i North Carolina has experienced this trend also. Since 1960 there have been 22 administrative solidations in North Carolina, seven of which involved three units. It is interesting that th

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[24]The Governors Study Commission on the Public School Systems of North Carolina, A Child Well N. C. State University Print Shop, Raleigh, North Carolina, 1968, p. 167.

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mmission on the Public School Systems of North Carolina, A Child Well Taught,
Print Shop, Raleigh, North Carolina, 1968, p. 167.

of high schools has been declining as well, from 794 in 1960 to less than 400 at present. There a ever, still a large number of small school systems in the state. There are administrative units w fewer than 2,000 students. There are thirty-six units with less than 3,000 students, seventy-two than 5,000 students, and ninety-nine with less than 7,000 students. The statewide decline in pupi ulation is, of course, resulting in still smaller units.

As noted, most authorities on school district organization suggest that from 10,000 to 15,000 are needed in order for a school system to operate efficiently while providing a fairly broad rang and programs. Some recommend a larger minimum enrollment than this.

Each of North Carolina's one hundred counties is served by an administrative unit. Within thi these counties there are special urban administrative units. There are a total of forty-five speci units in North Carolina. These range in size from 681 to over 25,000 students; however, many of th small. In fact, 31 of them have less than 5,000 students. Forty of these special school districts fewer than 7,000 students and all except four of the forty-five have an enrollment of less than 10, Many of the special units are not in heavily populated counties.

The following table indicates the size of the administrative units that would exist if all spe units were to be merged with their host (county) unit.

HOST ADMINISTRATIVE UNIT(COUNTY)	SPECIAL ADMINISTRATIVE UNIT(s)	MERGED UNIT
Alamance County 13,372	Burlington City 8,803	22,175

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all school systems in the state. There are administrative units with
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TRATIVE TY)	SPECIAL ADMINISTRATIVE UNIT(s)	MERGED UNIT
nty	Burlington City 8,803	22,175

Beaufort County 4,777	Washington City 4,112		8,889
Buncombe County 24,291	Asheville City 7,048		31,339
Cabarrus County 9,428	Concord City 3,388	Kannapolis City 5,952	18,768
Catawba County 12,598	Hickory City 5,887	Newton/Conover 3,140	21,625
Cleveland County 9,589	Kings Mountain 4,354	Shelby City 4,810	18,753
Columbus County 9,569	Whiteville City 3,260		12,829
Craven County 8,501	New Bern City 5,899		14,400
Cumberland County 37,108	Fayetteville City 11,123		48,231
Davidson County 15,869	Lexington City 4,460	Thomasville City 3,407	23,736
Durham County 16,152	Durham 10,608		26,760
Edgecombe County 6,851	Tarboro City 3,463		10,314
Franklin County 5,077	Franklinton City 1,495		6,572
Guilford County 25,788	Greensboro City 28,335	High Point City 11,142	65,265

Halifax County 8,891	Roanoke Rapids 3,112	Weldon City 1,885	13,888
Henderson County 8,272	Hendersonville 1,920		10,192
Iredell County 11,001	Mooresville City 2,636	Statesville City 3,897	17,534
Lenoir County 6,976	Kinston 5,648		12,624
Nash County 11,358	Rocky Mount City 6,922		18,280
Orange County 5,252	Chapel Hill City 5,444		10,696
Pitt County 11,946	Greenville City 5,881		17,827
Polk County 1,864	Tryon City 681		2,545
Randolph County 13,718	Asheboro City 4,731		18,449
Robeson County 13,528	Fairmont City 2,773	Lumberton City 4,976	26,272
	Maxton City 1,516	Red Springs 1,836	
	St. Pauls 1,643		
Rockingham County 5,098	Eden City 5,004	Madison-Mayodan 3,042	18,125
	Reidsville City 4,981		

Rowan County 14,640	Salisbury City 3,399		18,039
Sampson County 8,184	Clinton City 3,333		11,517
Stanly County 6,980	Albemarle City 2,652		9,632
Surry County 8,741	Elkin City 1,191	Mt. Airy 2,478	12,410
Union County 11,431	Monroe 3,383		14,814
Wayne County 15,084	Goldsboro City 6,388		21,472

Source: 1975/76 North Carolina Education Directory, State Department of Public Instruction, Rale Carolina.

If all special administrative units, except those that have more than 10,000 students (Green High Point, Fayetteville, and Durham), were to be merged with their host (county) unit, the numbe special units in the state would be reduced by forty-one. The largest unit resulting from these would have approximately 31,339 students (Buncombe County). The smallest unit resulting from th would have approximately 2,545 students (Polk County). There would still be four administrative this group with fewer than 10,000 students, but for the purpose of establishing more reasonable having the potential for improved and more efficient programs and services, a significant step w been taken.

nty	Salisbury City 3,399		18,039
County	Clinton City 3,333		11,517
unty	Albemarle City 2,652		9,632
nty	Elkin City 1,191	Mt. Airy 2,478	12,410
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lina Education Directory, State Department of Public Instruction, Raleigh, North

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Apart from the special administrative units there are many county units in North Carolina wit than 10,000 students. Not counting the host (county) units listed above, these are as follow:

COUNTY ADMINISTRATIVE UNITS THAT HAVE LESS THAN 10,000 STUDENTS OTHER THAN THOSE WHICH HAVE A SEPARATE SPECIAL UNIT WITHIN THEIR BORDERS

County Unit	Enrollment	County Unit	Enrollment	County Unit	Enrollment
Alexander	5,028	Dare	1,957	Madison	3,027
Alleghany	1,947	Davie	4,737	Martin	6,460
Anson	5,727	Duplin	9,824	McDowell	7,068
Ashe	4,527	Gates	2,223	Mitchell	3,002
Avery	3,189	Graham	1,679	Montgomery	4,568
Bertie	5,683	Granville	7,973	Moore	9,610
Bladen	7,403	Greene	4,111	Northampton	5,890
Brunswick	8,139	Haywood	9,429	Pamlico	2,390
Camden	1,548	Hertford	5,575	Pasquotank	6,117
Carteret	7,510	Hoke	4,932	Pender	4,805
Caswell	4,903	Hyde	1,309	Perquimans	2,075
Chatham	6,727	Jackson	3,925	Person	6,823
Cherokee	3,843	Jones	2,383	Richmond	9,888
Chowan	2,723	Lee	7,947	Scotland	7,446
Clay	1,211	Lincoln	8,711	Stokes	6,498
Currituck	2,511	Macon	3,519	Swain	1,874

ministrative units there are many county units in North Carolina with fewer

nting the host (county) units listed above, these are as follow:

NISTRATIVE UNITS THAT HAVE LESS THAN 10,000 STUDENTS OTHER
WHICH HAVE A SEPARATE SPECIAL UNIT WITHIN THEIR BORDERS

rollment	County Unit	Enrollment	County Unit	Enrollment
5,028	Dare	1,957	Madison	3,027
1,947	Davie	4,737	Martin	6,460
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7,723	Lee	7,947	Scotland	7,446
8,211	Lincoln	8,711	Stokes	6,498
3,511	Macon	3,519	Swain	1,874

Transylvania	4,814	Vance	7,852	Watauga	5,056
Tyrrell	1,023	Warren	4,209	Yadkin	5,715
		Washington	3,984	Yancey	3,008

Fifty-six county units (apart from those that are hosts to special units) have less than 10 students. Of these, thirty-one have fewer than 5,000 students, and fourteen have fewer than 3,0

Those having fewer than 3,000 students are as follows:

County Unit	Enrollment	County Unit	Enrollment	County Unit	Enrollment
Alleghany	1,947	Dare	1,957	Pamlico	2,390
Camden	1,548	Gates	2,223	Perquimans	2,075
Chowan	2,723	Graham	1,679	Swain	1,874
Clay	1,211	Hyde	1,309	Tyrrell	1,023
Currituck	2,511	Jones	2,383	TOTAL	14

Those having fewer than 5,000 students (other than those listed above) are as follows:

County Unit	Enrollment	County Unit	Enrollment	County Unit	Enrollment
Ashe	4,527	Hoke	4,932	Pender	4,805
Avery	3,189	Jackson	3,925	Transylvania	4,814
Caswell	4,903	Macon	3,519	Warren	4,209
Cherokee	3,843	Madison	3,027	Washington	3,984
Davie	4,737	Mitchell	3,002	Yancey	3,008
Greene	4,111	Montgomery	4,568	TOTAL	17

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	1,548	Gates	2,223	Perquimans	2,075
	2,723	Graham	1,679	Swain	1,874
	1,211	Hyde	1,309	Tyrrell	1,023
	2,511	Jones	2,383	TOTAL	14

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	4,527	Hoke	4,932	Pender	4,805
	3,189	Jackson	3,925	Transylvania	4,814
	4,903	Macon	3,519	Warren	4,209
	3,843	Madison	3,027	Washington	3,984
	4,737	Mitchell	3,002	Yancey	3,008
	4,111	Montgomery	4,568	TOTAL	17

Of the fourteen county units listed above that have fewer than three thousand students all b
are projected to have either a declining or relatively stable population during the 1970-1978 per
Currituck is projected to experience minor growth; Dare and Alleghany are expected to remain rela
stable in student population while a decrease is projected for the others.

Of the seventeen county units listed above that have more than 3,000, but less than 5,000 st
only one (Davie) is projected to have student population growth during the 1970-1978 period. Ave
Jackson are expected to remain relatively stable in pupil population while a decrease is projecte
the others.

In considering merger for the purpose of creating the potential for improved and more effici
programs and services, the question of distance and ease or difficulty of transportation must be
This consideration is most important in the case of merger across county lines, the problem of di
being less significant for intra-county (special unit/host county) consolidations. It is interes
note that North Carolina ranks considerably above the United States average in the per cent of to
highway mileage which is paved. The state ranks 12th in the proportion of paved highways. The a
for the United States is 46 per cent while the per cent of highways that are paved in North Carol
North Carolina continues to improve. From 1946 to 1972 the state increased its paved highways by
The average for the United States was 163.8%.

Still, of course, conditions vary markedly across North Carolina and it is an understandable
travel is more difficult in the mountains than in other parts of the state. It is well to keep i

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States was 163.8%.
itions vary markedly across North Carolina and it is an understandable fact that
the mountains than in other parts of the state. It is well to keep in mind,

however, that depending on local conditions, merger does not necessarily mean a large increase ment of students; but it does mean that administrators and special service personnel have resp in a greater geographic area.

RECOMMENDATIONS

I. That the merger of special administrative units of less than 10,000 students, with host (county) administrative units, be given careful consideration, and that merger of the remaining special units be given serious study.

II. That the merger of county administrative units of less than 10,000 students be given serious consideration.

RATIONALE FOR RECOMMENDATIONS

The boundaries of any jurisdiction are man-made. As conditions change, bounda can be altered by men in the interest of better accommodating the needs of peo

Rationale (population trends)

All special (city) administrative units, except six, are projected to decline in pupil p between 1970 and 1978. Of the six, three are expected to remain relatively stable, while it that three may experience minor growth. Of the thirty-one county administrative units which than 5,000 students, only two are projected to have student population growth during the 1970 Finally, of the county administrative units which have between five and ten thousand students are projected to have moderate pupil population growth from 1970 to 1978. This then, is furt for seriously considering unit consolidations.

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t does mean that administrators and special service personnel have responsibilities

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oderate pupil population growth from 1970 to 1978. This then, is further reason

ng unit consolidations.

Rationale (administrative costs)

As has been pointed out, numerous authorities maintain that for economy and efficiency of op an administrative unit should have at least 10,000 students. One measure of efficiency is that c trative cost. It is interesting to look at administrative cost per pupil in North Carolina for v sized units. The following information on administrative costs across the state supports the con that units of over 10,000 students are more conducive to economy and efficiency in operation.

ADMINISTRATIVE UNIT SIZE	NO. OF UNITS IN CATEGORY	ADMINISTRATIVE COST PER STUDENT	AUXILIARY SERVICES COST PER STUDENT
Less than 1,000 students	2 units	$74.00	$192.00
1,070 to 1,500 students	8 units	45.00	195.00
1,510 to 2,000 students	10 units	38.00	168.00
2,009 to 3,000 students	17 units	37.00	165.00
3,024 to 4,000 students	15 units	32.00	151.00
4,024 to 5,000 students	21 units	29.00	164.00
5,047 to 7,000 students	26 units	28.00	158.00
7,006 to 10,000 students	23 units	26.00	148.00
10,054 to 25,199 students	22 units	22.00	144.00
30,635 to 41,753 students	4 units	24.00	142.00

Source: 1975-76 ADA and Cost of Administration, SDPI.

sts)

, numerous authorities maintain that for economy and efficiency of operation, d have at least 10,000 students. One measure of efficiency is that of adminis- ting to look at administrative cost per pupil in North Carolina for varying information on administrative costs across the state supports the contention udents are more conducive to economy and efficiency in operation.

E	NO. OF UNITS IN CATEGORY	ADMINISTRATIVE COST PER STUDENT	AUXILIARY SERVICES COST PER STUDENT
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tudents	10 units	38.00	168.00
tudents	17 units	37.00	165.00
tudents	15 units	32.00	151.00
tudents	21 units	29.00	164.00
tudents	26 units	28.00	158.00
students	23 units	26.00	148.00
students	22 units	22.00	144.00
students	4 units	24.00	142.00

t of Administration, SDPI.

Rationale (resources)

As noted by many authorities on school system organization, it is more costly to offer a comprehensive program and a sufficient range of services in small administrative units than i to large ones. In some areas of the United States, and perhaps in North Carolina, there may local resources to make it possible for taxpayers to purchase a desirable range of services a regardless of unit size. However, the data assembled on North Carolina indicates that, for t those areas which have the smallest administrative units can afford inefficiency least. For the fourteen county administrative units that have less than 3,000 students, ten had median f of less than 6,000 dollars, according to the last U. S. Census. The remaining four units had incomes of less than 7,000 dollars. Of the 18 county administrative units of less than 5,000 3,000) students, only seven had median family incomes of more than 6,000 dollars. Of these s had a median family income of 8,000 dollars or more. In contrast, only one of the 22 countie where the median family income was eight thousand or more dollars had a county school system 5,000 students. Another measure of resources available for education is that of property val has been noted that a ten cent property tax levy would yield between $21.70 and $26.60 per pu counties, while in others, it would yield between $50.40 and $63.70. Of the fourteen county of less than 3,000 students only three have property wealth that would yield more than $33.00 from a ten cent levy. Of the 18 county units with between 3,000 and 5,000 students, only fiv resources that would yield more than $40.50 per student based on a ten cent levy. It would s

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Of the 18 county units with between 3,000 and 5,000 students, only five have property
eld more than $40.50 per student based on a ten cent levy. It would seem that the

small administrative units in the state can ill afford to pay extra for comprehensive programs an programs and services that can be organized in larger units at much less expense.

Rationale (employment)

High school programs in this country have historically been comprised of traditional academi High school gave people an introduction to the basic fields of knowledge, assisted students in th opment of language and mathmatical skills, and prepared students for further education. However, has become more technologically complex, it has been found that basic academic programs are not e the university bound, traditional programs have been enriched and broadened. For others, it has creasingly recognized that traditional programs must be supplemented. Gradually, comprehensive h offering a wide variety of programs have developed. It is difficult and very expensive to offer education in small school systems. It can be argued that students, who live in areas where relat systems exist, may need access to comprehensive educational opportunities most. Of the thirty-on school systems, which have less than 5,000 students, twenty-one are in counties which have unempl above the state average. Also, according to the latest U. S. Census, only two of these counties thirty-five or more per cent of their labor force engaged in white collar occupations. Surely th a need in these areas for high school preparation that goes beyond traditional programs. Compreh education to address the needs of future workers, other than just white collar, is very important areas. Comprehensive education is difficult and expensive in small administrative units. Certai yet further reason that the merger of small units should be given very serious consideration.

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Rationale (education)

The last U. S. Census reported that over forty per cent of all adults, in some North Car have a high school education. In other counties, less than twenty-five per cent of all adult pleted high school. All of the fifteen counties, where 40 per cent or more of the adults are educated, have county school units of more than 3,000 students. In fact, all except one have of more than 5,000 students. In contrast, five of the seven counties, where less than 25 per population has completed high school, have school systems of less than 3,000 students. In th counties where less than thirty per cent have completed high school, all except five of the s have fewer than 10,000 students. Certainly those counties, where a large proportion of the a does not have a high school education, need the best possible range of school programs and se is still another reason that the consolidation of small administrative units should be consid

Rationale (local support)

For the most part, the larger administrative units in North Carolina have the greatest s and for the most part, the larger units are spending more local dollars per pupil. Sixteen a units spend between $27 and $81 per student, while in contrast, twenty-two spend in excess of The smaller units find it necessary to spend a greater amount per pupil for administrative se ities on school system organization maintain that it is more costly to have adequate services programs in small units. In North Carolina the smaller units are, for the most part, least a expensive services. Also, of the resources available to them, they must pay more per student

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t)

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organization maintain that it is more costly to have adequate services and comprehensive
. In North Carolina the smaller units are, for the most part, least able to afford
so, of the resources available to them, they must pay more per student for administration.

The potential for inequality of service exists because of these conditions. To overcome inequali taxpayers in some areas would have to make a much greater effort than taxpayers in other areas. is further reason to consider the consolidation of small administrative units.

Rationale (program quality)

As noted, for the most part, larger administrative units have greater resources per student use those resources in a more flexible and efficient manner than small units. They can spend pro less for administrative services and more for instructional purposes. They are able to different staffing to a greater extent and can provide a wider range of programs and special services. Hav to more money per student, larger units have the potential of employing more highly qualified per follows that moderate to large sized units have the capability to provide instructional services of improved quality.

A SUMMARY OF THE MORE OBVIOUS ADVANTAGES THAT COULD BE FACILITATED BY THE MERGER OF SMALL ADMINISTRATIVE UNITS

Program Advantages

- o Opportunity to expand curriculum offering at a reasonable cost
- o Opportunity to expand special services at a reasonable cost
- o Opportunity to improve the quality of instruction
- o Opportunity to expand athletic programs
- o Opportunity to provide equality of opportunities for students in neighboring areas
- o Opportunity to promote better program articulation

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part, larger administrative units have greater resources per student and can e flexible and efficient manner than small units. They can spend proportionately ices and more for instructional purposes. They are able to differentiate in and can provide a wider range of programs and special services. Having access arger units have the potential of employing more highly qualified personnel. It ge sized units have the capability to provide instructional services and programs

SUMMARY OF THE MORE OBVIOUS ADVANTAGES THAT CILITATED BY THE MERGER OF SMALL ADMINISTRATIVE UNITS

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d athletic programs

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te better program articulation

Professional Personnel Advantages

- o More flexibility in the assignment of teachers to areas for which they are best quali
- o Better scheduling flexibility to equalize class loads
- o Improved professional morale through opportunities for greater professional interacti
- o Greater differentiation of instructional personnel so that more specialities may be m
- o Greater differentiation of service personnel so that more specialities may be made av
- o Greater differentiation of administrative personnel so that more specialities may be
- o Improved opportunity to attract highly competent professional personnel

Economic Advantages

- o Reduction in service duplication
- o Opportunity for a greater impact from funds available
- o More efficient utilization of personnel
- o More efficient utilization of facilities (in areas of changing population distributio struction of new facilities may even be avoided by the elimination of current jurisdi boundaries)
- o More efficient utilization of equipment (a larger population base may, in some cases, more feasible to take advantage of technological developments such as computerized re keeping or computerized pupil assignment)
- o More efficient centralized purchasing, warehousing and distribution of maintenance su equipment, instructional materials, and food stuffs
- o Elimination of the competition between two administrative units for the financial res a county, resulting in a concentration of all financial efforts toward a common goal

dvantages

in the assignment of teachers to areas for which they are best qualified

g flexibility to equalize class loads

ional morale through opportunities for greater professional interaction

tiation of instructional personnel so that more specialities may be made available

tiation of service personnel so that more specialities may be made available

tiation of administrative personnel so that more specialities may be made available

nity to attract highly competent professional personnel

vice duplication

a greater impact from funds available

tilization of personnel

tilization of facilities (in areas of changing population distribution, the con-
facilities may even be avoided by the elimination of current jurisdictional

tilization of equipment (a larger population base may, in some cases, make it
take advantage of technological developments such as computerized record
terized pupil assignment)

entralized purchasing, warehousing and distribution of maintenance supplies and
uctional materials, and food stuffs

he competition between two administrative units for the financial resources of
ing in a concentration of all financial efforts toward a common goal

- o A better use of the available resource base
- o Elimination of inhibitors to resource base sharing

Organization and Planning Advantages

- o Common standards for program, staffing, facilities, services, activities, and organizatio developed for larger areas
- o Development of a more influential education constituency
- o Greater ability to anticipate and deal with a shifting student population
- o Greater flexibility in accommodating racial distribution guidelines
- o Improved position from which to plan the use of facilities
- o Improved position from which to plan the construction of new facilities
- o Improved position from which to plan pupil attendance assignments
- o A more differentiated administrative staff can provide more professional management servi
- o The recruitment, screening, and assignment of professional personnel can be improved
- o In service opportunities for teachers can be broader in scope
- o Supervisory services can be improved
- o Improved transportation planning would be facilitated

Community Advantages

Improved educational advantages may:

- o Slow out migration trends in some areas of the state
- o Improve community morale and support for the schools
- o Help communities attract new industries and services

available resource base

itors to resource base sharing

vantages

program, staffing, facilities, services, activities, and organization may be areas

e influential education constituency

nticipate and deal with a shifting student population

in accommodating racial distribution guidelines

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om which to plan pupil attendance assignments

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can be improved

on planning would be facilitated

vantages may:

ends in some areas of the state

ale and support for the schools

act new industries and services

- Result in more equal opportunities for students thereby giving the young people of ce the ability to better compete with their peers across the state for advanced educatio tunities or jobs

ADJUSTING TO CHANGING SOCIETAL CONDITIONS AND HUMAN NEEDS

In the publication from the eight state project known as Designing Education for the Fut stated:

> Social agencies come into being to serve human needs. It is not likely that they are carefully designed. They seem to get started, to develop and expand, to acquire particular stable characteristics, to become institutionalized, to accrete functions in order further to justify their existence and to persist. The longer they persist, the more institutionalized they become. It would be advantageous if educational organizations could be constantly self-adjustive to their environment and the needs of the society of which they are a part.[25]

The question of how to best organize for the delivery of services is not peculiar only t Many services are struggling with this issue. The issue is important at the national as well state and local levels. For example, in the United States arrangements have been made for th of local, state, and national economic and social policies through formal mechanisms such as

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[25]Eight State Project, Designing Education for the Future, Denver, Colorado, 1968, p. 235.

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ADJUSTING TO CHANGING SOCIETAL CONDITIONS AND HUMAN NEEDS

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Designing Education for the Future, Denver, Colorado, 1968, p. 235.

planning and development commissions. The Appalachian Regional Commission is an example. In Can economic expansion areas have been designated. These mechanisms provide a framework within which local, state, and national interests can be coordinated. In some cases, these mechanisms have be channels through which funds are made available.

In North Carolina, numerous arrangements have been made in the interest of improved and more hensive planning, better coordinated development, and the provision of more efficient and effecti The maps on the page which follows illustrate this. In the publication, Regional Planning in Nor it is stated:

> Multi-county regions have been developed in North Carolina in response to the need to achieve more rational patterns of development and to permit local governments with a common interest in a particular area of the state to join with one another, and with the state and federal governments, in meeting their joint development objectives.[26]

Education, like other services, has responded to the need for change. Fitzwater[27] points out nearly two of every three of the fifty states have modified or significantly altered the educatio structure within the past two decades, and that one in three have made major changes affecting the

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[26]North Carolina Department of Administration, Regional Planning in North Carolina, Raleigh, N. C.

[27]C. O. Fitzwater, State School System Development, Patterns and Trends, Education Commission of t Denver, Colorado, 1968.

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o decades, and that one in three have made major changes affecting the

of Administration, Regional Planning in North Carolina, Raleigh, N. C., 1971, p. 5.
ool System Development, Patterns and Trends, Education Commission of the States,

operation and function of the school system. The primary motive for these changes is succinc

in the report of the Great Plains School District Organization Project:

> The reality of change is in evidence all around us. The implementation of t
> reality into the educational systems of our state and nation is less in evidence.
> But the process for this implementation has been established and the direction is
> becoming more clear. That direction is pointing toward more adequate school dist
> organization. The educational needs of youth and adults are both the motive and
> guide for this change in school district structure.[28]

Surely such constructive change is in the spirit expressed so well by Adlai Stevenson:

> There is a New America every morning when we wake up. It is upon us whether
> we will it or not. The New America is the sum of many small changes--a new sub-
> division here, a new school there, a new industry where there had been swampland-
> changes that add up to a transformation of our lives. Our task is to guide these
> changes. For, though change is inevitable, change for the better is a full time
> job.

---

[28]The Great Plains School District Organization Project, Guidelines for School District Organ
Four State Project, The State Department of Education, Lincoln, Nebraska, 1968, p. 59.

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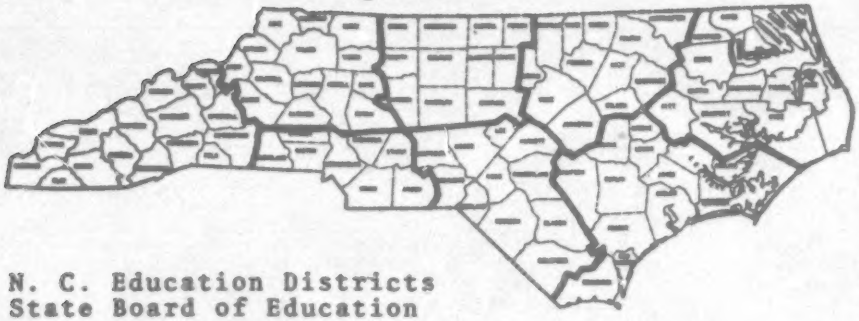
he State Department of Education, Lincoln, Nebraska, 1968, p. 59.

MULTI-COUNTY REGIONS
IN
NORTH CAROLINA

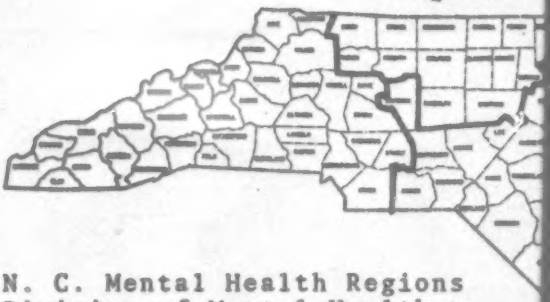
Multi-county regions have been developed in North Carolina in response to the need to achieve more rational patterns of development and to permit local governments with a common interest in a particular area of the state to join with one another, and with the state and federal governments, in meeting their joint development objectives. Regional Planning in North Carolina, Raleigh, North Carolina, 1971.

Figure 50



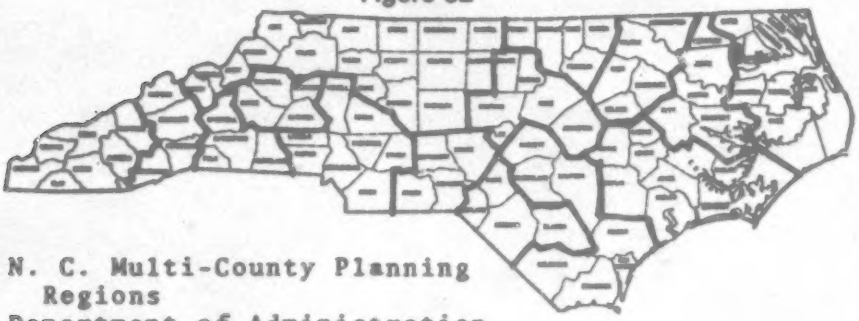
N. C. Education Districts
State Board of Education

Figure 51



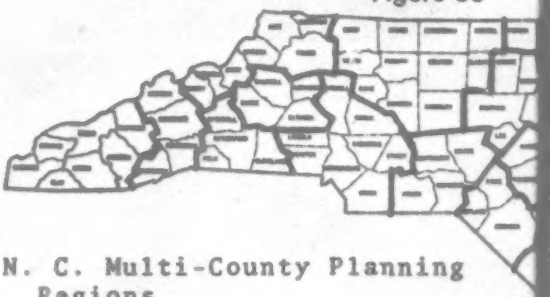
N. C. Mental Health Regions
Division of Mental Health

Figure 52



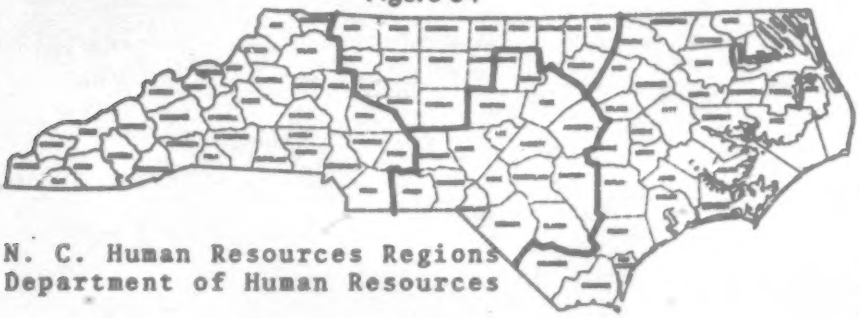
N. C. Multi-County Planning Regions
Department of Administration

Figure 53



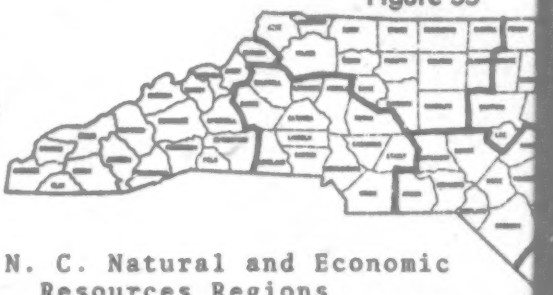
N. C. Multi-County Planning Regions
Employment Security Commission of North Carolina

Figure 54



N. C. Human Resources Regions
Department of Human Resources

Figure 55



N. C. Natural and Economic Resources Regions
Department of Natural and Economic Resources

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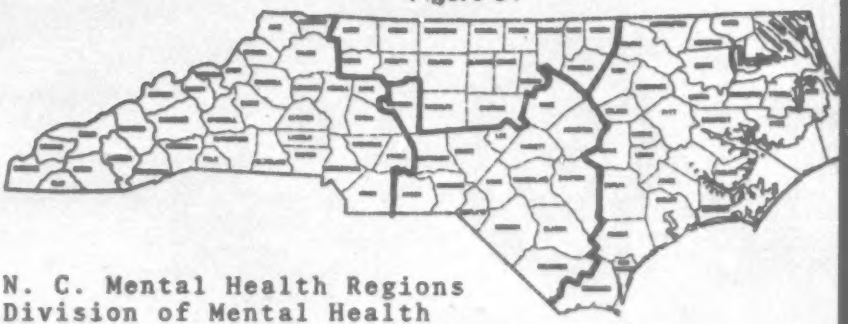
Figure 51



N. C. Mental Health Regions
Division of Mental Health

Figure 52

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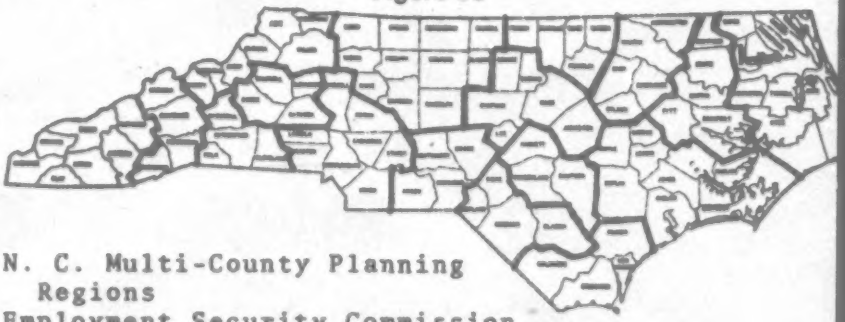
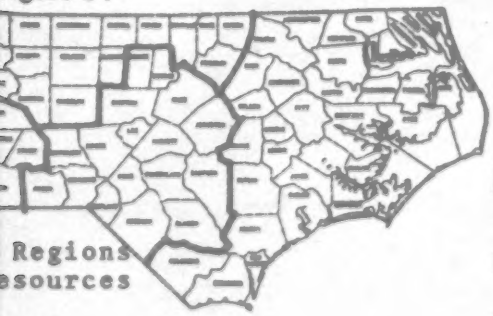
Figure 53



N. C. Multi-County Planning
Regions
Employment Security Commission
of North Carolina

Figure 54



Regions
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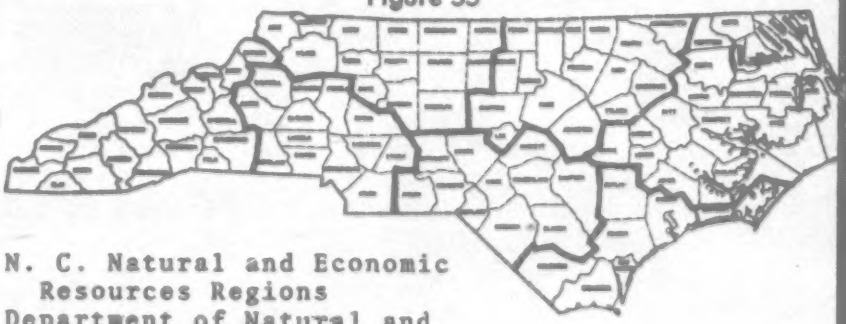
Figure 55



N. C. Natural and Economic
Resources Regions
Department of Natural and
Economic Resources

REGIONAL CHARACTERISTICS IN EDUCATION

DIFFERENCES IN ADMINISTRATIVE UNIT SIZE

Figure 60

CITY ADMINISTRATIVE UNITS

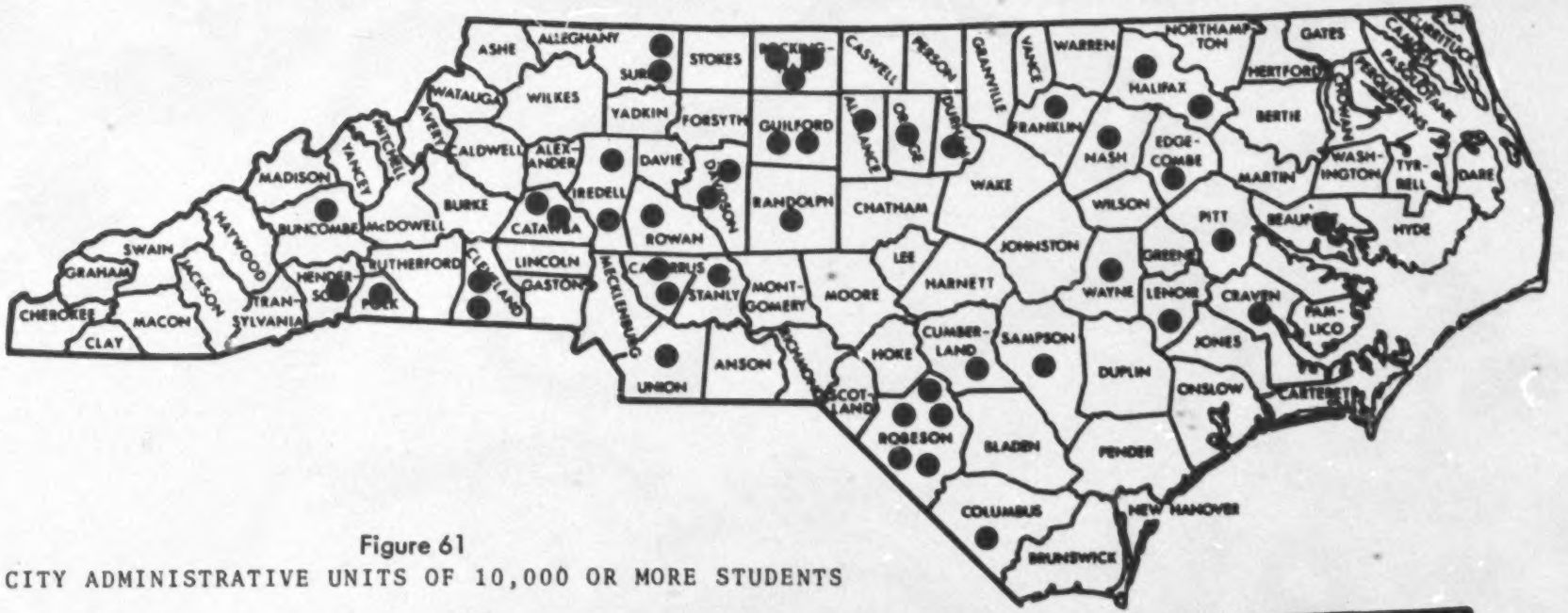


Figure 61

CITY ADMINISTRATIVE UNITS OF 10,000 OR MORE STUDENTS

193

194

Figure 56

COUNTY ADMINISTRATIVE UNITS OF LESS THAN 3,000 STUDENTS
(OTHER THAN THOSE WHICH ARE HOSTS TO A CITY UNIT)

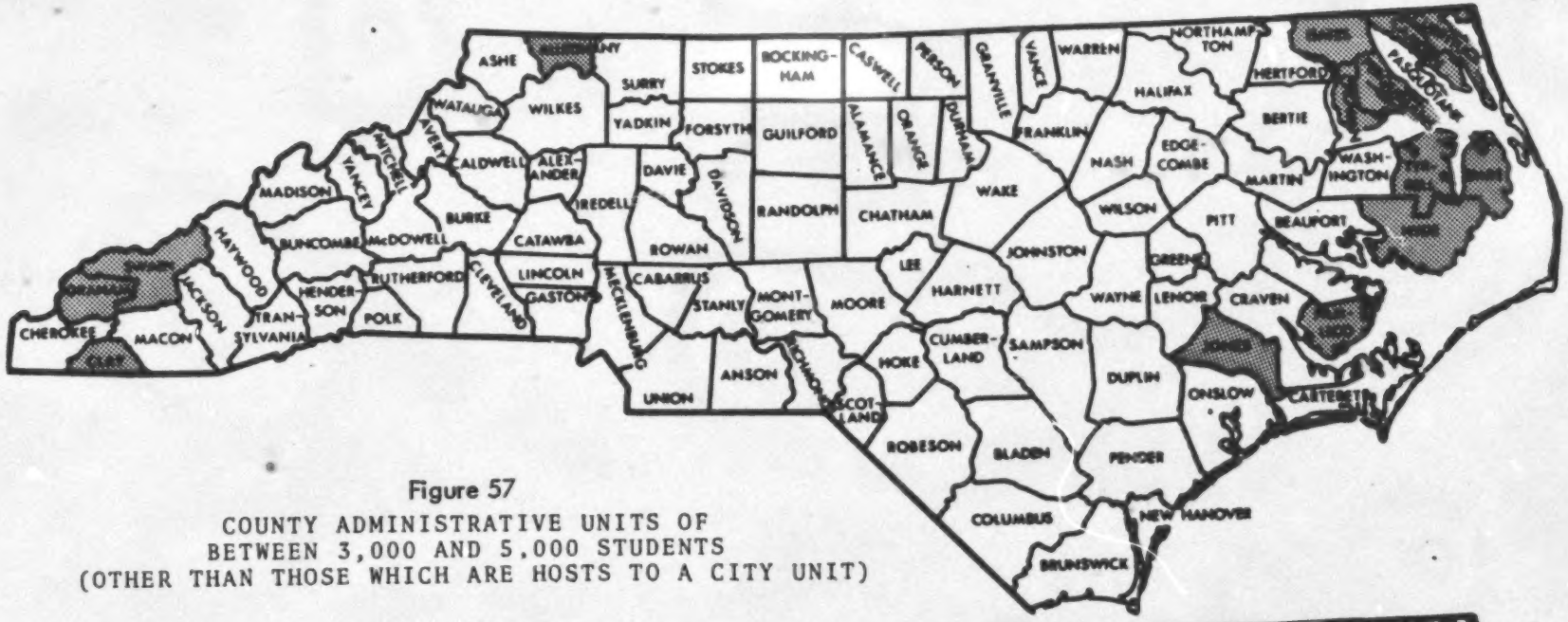


Figure 57

COUNTY ADMINISTRATIVE UNITS OF
BETWEEN 3,000 AND 5,000 STUDENTS
(OTHER THAN THOSE WHICH ARE HOSTS TO A CITY UNIT)

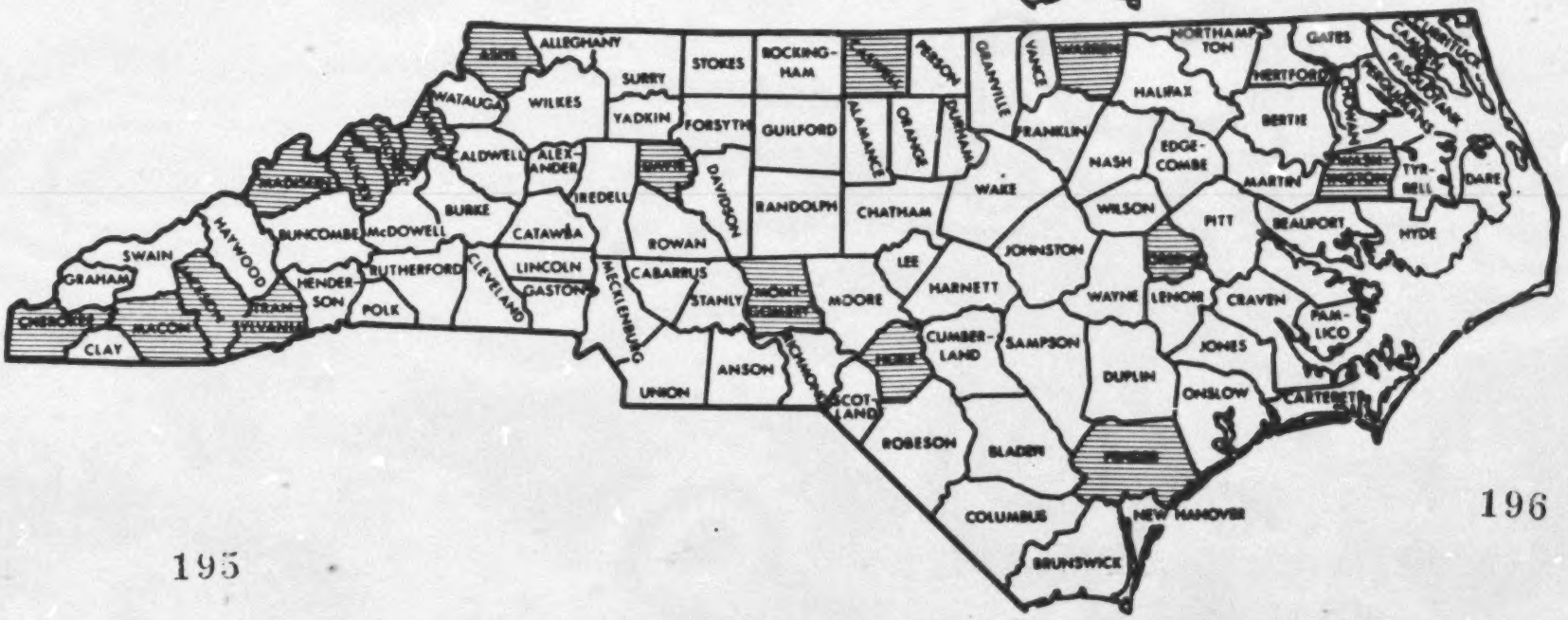


Figure 58

COUNTY ADMINISTRATIVE UNITS OF BETWEEN 5,000 AND 10,000 STUDENTS
(OTHER THAN THOSE WHICH ARE HOSTS TO A CITY UNIT)

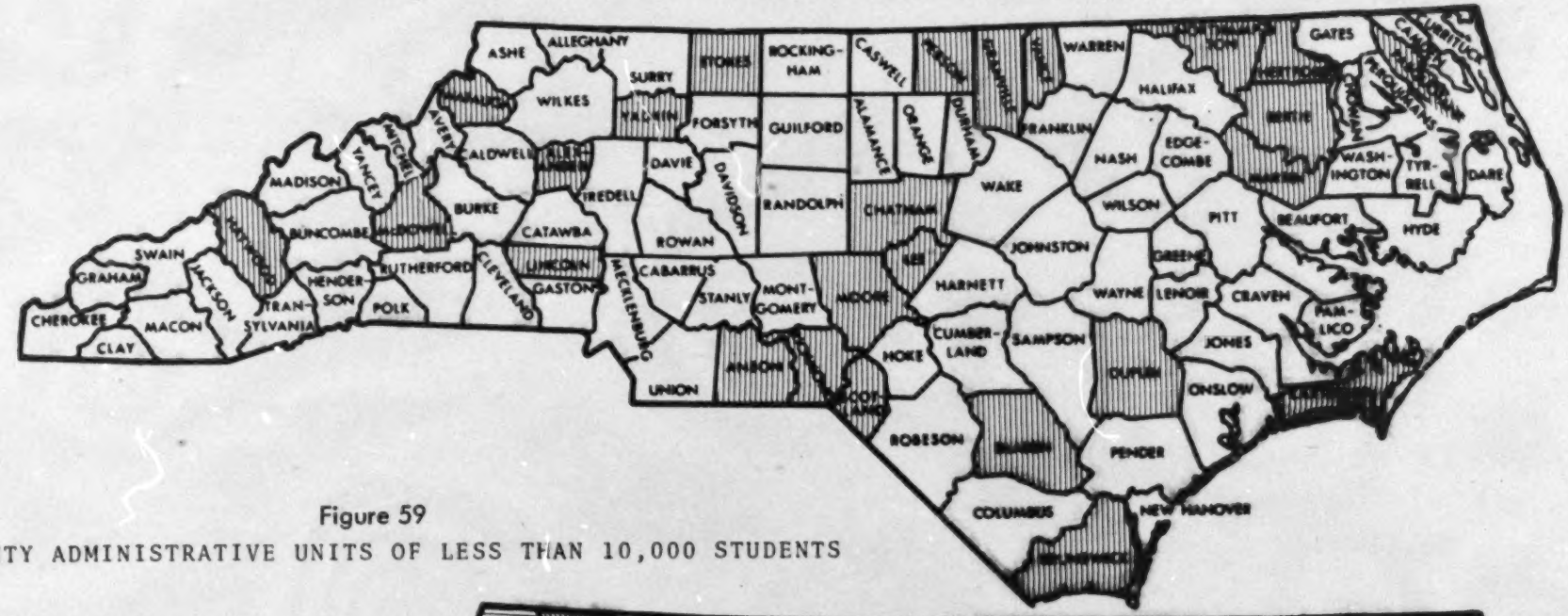
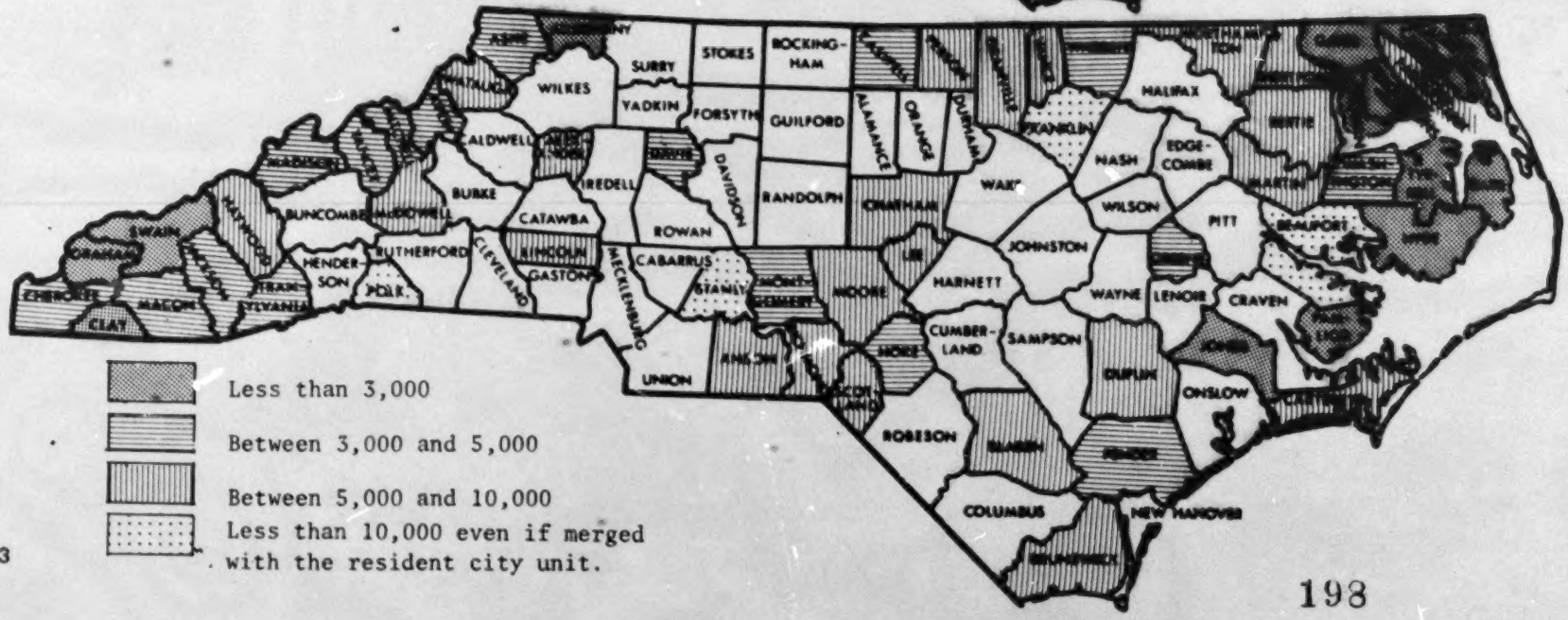


Figure 59

COUNTY ADMINISTRATIVE UNITS OF LESS THAN 10,000 STUDENTS



SUMMARY, OBSERVATIONS AND RECOMMENDATIONS

Since the last major change in the structure of public education, almost 45 years ago, tremendous strides have been made and to a great degree, Governor Aycock's mandate, "Let every child burgeon forth with the best that is in him," has been accomplished.

However, all is not well with public education. The materials assembled in this study indicate the need for a radical restructuring of the system. The implementation of an improved organization for the state's system of public education is a major challenge that needs to be addressed by the General Assembly, the State Board of Education, the educational leadership, and the people of North Carolina. To a great degree the future of the state depends upon our reaction to this challenge.

In designing our future it is important that we have an understanding of the changes which have come about during the past 45 years. More than this, it is imperative that we be aware of the changes which are presently occurring. Indeed we must attempt to anticipate the changes that will confront society during the next 20 to 30 years. Some of the more obvious factors that will continue to confront society and influence education are:

(a) the increasing complexity and pervasiveness of the communications media;

(b) the increasing mobility of our people within the state, the nation and the world;

(c) the increasing complexity of our social and economical/political life;

(d) the increasing demands by society on our time and resources;

(e) the increasing change in North Carolina; a predominantly agrarian to a more urban population.

(f) the increasing minimum level of education required for initial job entry.

I. Organization for the Administration of the Public Schools

Meeting the challenges ahead will require some major decisions. Some of the most crucial decisions will be in the area of organizing and financing the state's schools in order that the best possible service may be delivered to the young people of each and every school system. The information in this report supports the conclusion already reached by many thinking North Carolinians; which is that the present system does not adequately meet the needs of the present and certainly cannot meet the challenges of the future.

There are a number of unique situations in the state which must of necessity be handled in an unusual and unique manner. However, in most areas of North Carolina major changes in administrative organization are essential if present educational needs and future challenges are to be met in an equitable, efficient, and economic manner. Our system must be reorganized if quality service is to be made available throughout the state, if equality of opportunity is to become a meaningful phrase, and if education is to be responsive to the unique needs of each community.

An overriding concern in redesigning the state's school system must be establishing conditions within which it is possible for school system personnel to achieve maximum productivity in the delivery of professional services. Research and experience indicate that these conditions are most efficiently and economically established when the following school population ranges are obtained:

1. Elementary schools of 2 to 4 teachers per grade.
2. Junior high and middle schools of 500 to 900 pupils.
3. Senior high schools of 750 to 1800 pupils.
4. School systems with 10,000 to 75,000 students.

If the decision is made to reorganize our state school system, consideration and study should be given to the possibility of moving in progressive stages. The following phases are suggested for discussion:

1. Merge all city units of less than 5,000 pupils with the county administrative unit.
2. Merge all county administrative units of less than 5,000 students with adjacent compatible administrative units. Such mergers would be total or for administrative, financial and special service purposes only. (See page 108 for suggested alignments).
3. Organize the state into 60 to 70 administrative units, keeping demographic, geographic, economic, and social conditions in mind. (See page 109 for suggested alignments).

II. Providing Adequate Financial Support for the Public School System

Accomplishing the purpose discussed here will require administrative reorganization. This should be accompanied by a major change in the method of financing the public school system. If it is a state goal to provide conditions within which there may be equality of educational opportunity for all students, regardless of where they live, and if it is felt important that students in every administrative unit have a level of service which is considered adequate, then the state should establish standards for the system in all areas, but particularly in the areas of program, personnel, and facilities, and provide full state financial support for achieving these standards.

Although much progress has been made since 1932-33, the range of educational opportunity continues to vary greatly across the state. The data in this study vividly points this out. If the state is to achieve optimum conditions for its students, provision should be made for a major restructuring of administrative organization and financing. It is not realistic to expect counties of minimum economic resources to provide 30 to 35 per cent of current expense funds and 70 to 80 per cent of

of capital outlay funds. A quality program of instruction for all areas of the state will require that a sufficient amount of the total resources of the state be available, be committed, and be used effectively to support a truly State System of Public Education. Consideration should be given to full state/federal funding in North Carolina, and 90 to 95 per cent should be an interim goal. This goal can and must be achieved, and should be accomplished simultaneously with the changes necessary for reorganization of the system.

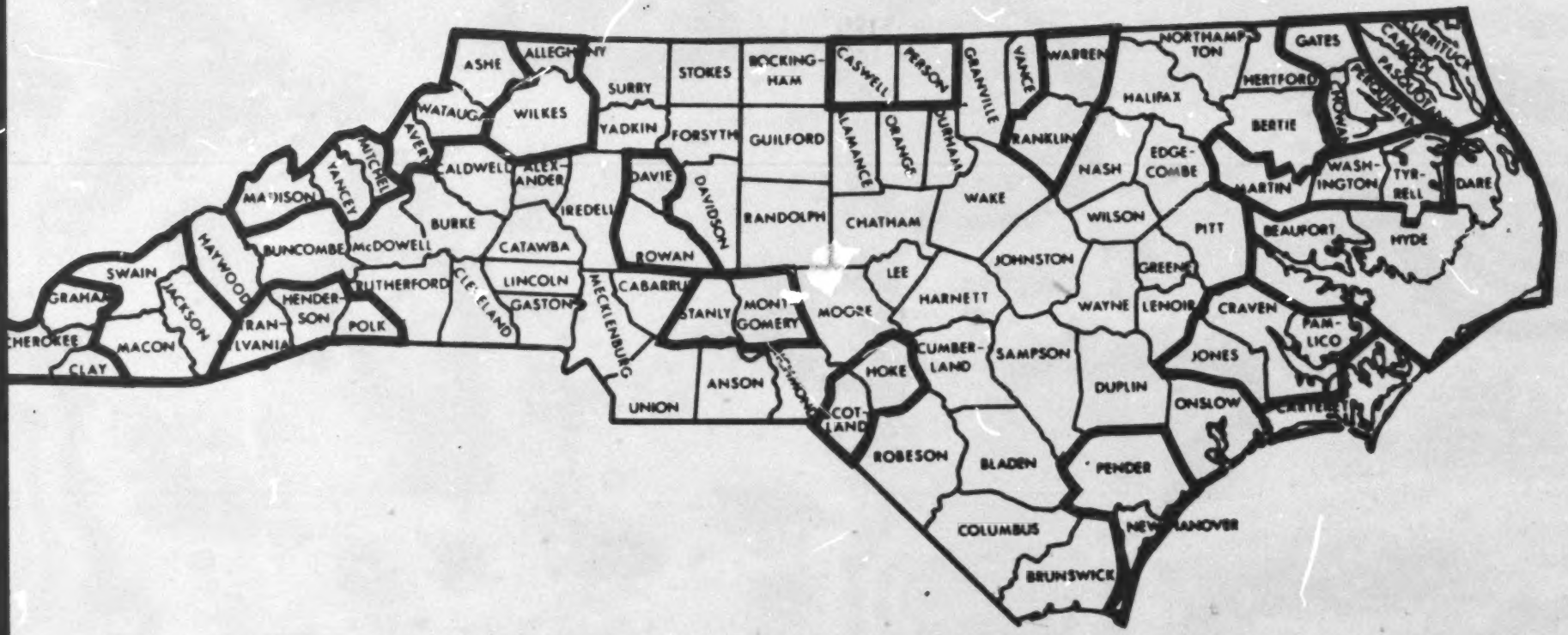
To accomplish the stated goal, and meet the challenge, will require a commitment by the people of North Carolina to:

(a) a truly State System of Public Education and not a confederation of county and city systems; to

(b) a system with basic standards for the entire system that are set at the state and not the county or city level; and to

(c) a system that is adequately supported financially from basically state and federal resources.

Figure 62
SUGGESTED REALIGNMENT OF COUNTY
ADMINISTRATIVE UNITS TO ELIMINATE UNITS
OF LESS THAN 5,000 STUDENTS



208

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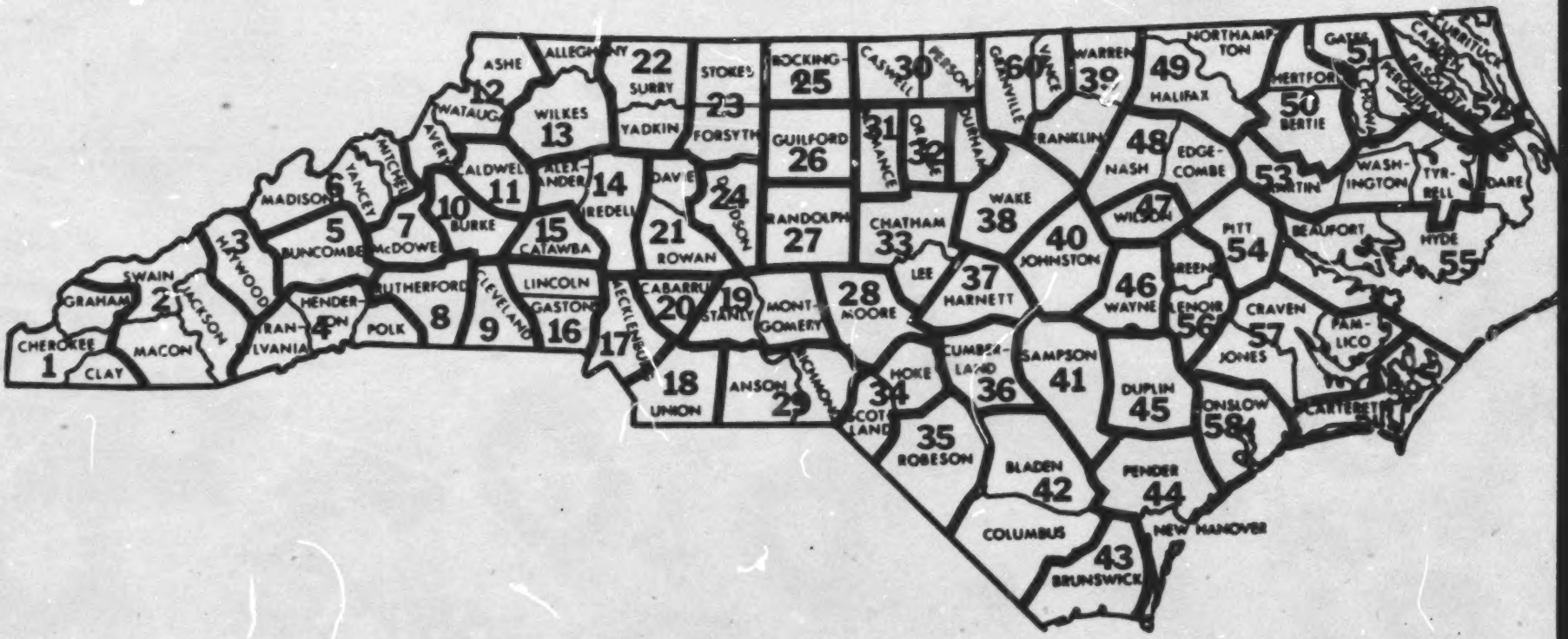
Figure 63
SUGGESTED ADMINISTRATIVE REALIGNMENT
FOR LONG RANGE ORGANIZATION



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5. Per Cent of Families with Incomes of $15,000 or more; U. S. Census

6. Median Family Income by County; U. S. Census

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9. Administrative Unit Size and Average Education Level of the Resident Population / Percentage of Units with a Resident Average Education Level over Grade 11; U. S. Census and N. C. Department of Public Instruction

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12. Administrative Unit Size and Average Education Level of the Resident Population / Percentage of Units of a Size Category with a Resident Education Level of Less Than Grade 9; U. S. Census and N. C. Department of Public Instruction

13. Per Capita Income / Number of Counties in Six Income Categories; U. S. Census and N. C. Department of Public Instruction

14. Per Capita Income / Number of Counties in Six Income Categories; U. S. Census and N. C. Department of Public Instruction

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19. Support Capability / Dollars Per Pupil which would be Generated from a Ten Cent Property Tax Levy, 1974-75; N. C. Department of Public Instruction

20. Support Capability / Dollars Per Pupil which would be Generated from a Ten Cent Property Tax Levy, 1974-75; N. C. Department of Public Instruction

21. Administrative Unit Size and Support Capability / The Percentage of Units with a Support Capability in Excess of $40 Per Pupil, and the Percentage of Units with a Support Capability of less than $30 Per Pupil, 1974-75; N. C. Department of Public Instruction

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24. Population Trends / Student Population Projection for City Administrative Units, 1970-78; N. C. Department of Public Instruction

25. Local Per Pupil Expenditures in County Administrative Unit, 1973-74; N. C. Department of Public Instruction

26. Local Per Pupil Expenditures for County and City Administrative Units, 1973-74; N. C. Department of Public Instruction

27. Local Per Pupil Expenditures in City Administrative Units, 1973-74; N. C. Department of Public Instruction

28. Administrative Unit Size and Local Per Pupil Expenditure / Percentage of Units Spending in Excess of $200 Per Pupil, 1973-74; N. C. Department of Public Instruction

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32. The Holding Power of County School Units / A Comparison of the 1973 Graduating Class with Enrollment of the Same Class Four Years Before; N. C. Department of Public Instruction

33. Administrative Unit Sizes and Student Retention / The Percentage of Units of a Size Category which has a Retention Level over 60 Per Cent, 1973-74; N. C. Department of Public Instruction

34. Administrative Unit Sizes and Student Retention / The Percentage of Units of a Size Category which has a Retention Level over 65 Per Cent, 1973-74; N. C. Department of Public Instruction

35. Pupil/Instructional Staff Ratio and Student Retention / The Percentage of Units which has a Retention Level of 80 Per Cent or more, 1973-74; N. C. Department of Public Instruction

36. Pupil/Instructional Staff Ratio and Student Retention / The Percentage of Units which has a Retention Level of 75 Per Cent or more, 1973-74; N. C. Department of Public Instruction

37. Pupil/Instructional Staff Ratio and Student Retention / The Percentage of Units which has a Retention Level of 70 Per Cent or more, 1973-74; N. C. Department of Public Instruction

38. Secondary Instructional Personnel/Pupil Ratio in County Administrative Units, 1974-75; N. C. Department of Public Instruction

39. Secondary Instructional Personnel/Pupil Ratio in City Administrative Units, 1974-75; N. C. Department of Public Instruction

40. Personnel Certification for County Administrative Units, 1974-75; N. C. Department of Public Instruction

41. Personnel Certification for City Administrative Units, 1974-75; N. C. Department of Public Instruction

42. Elementary Instructional Personnel/Pupil Ratio in County Administrative Units, 1974-75; N. C. Department of Public Instruction

43. Elementary Instructional Personnel/Pupil Ratio in City Administrative Units, 1974-75; N. C. Department of Public Instruction

44. High School Grade Organization, County Administrative Units, 1974-75; N. C. Department of Public Instruction

45. High School Grade Organization, County and City Administrative Units, 1974-75; N. C. Department of Public Instruction

46. High School Grade Organization, City Administrative Units, 1974-75; N. C. Department of Public Instruction

47. School Administrative Personnel, Pupil/Principal Ratio in County Administrative Units, 1974-75; N. C. Department of Public Instruction

48. School Administrative Personnel, Pupil/Principal Ratio in County and City Administrative Units, 1974-75; N. C. Department of Public Instruction

49. School Administrative Personnel, Pupil/Principal Ratio in City Administrative Units, 1974-75; N. C. Department of Public Instruction

50. N, C. Education Districts, 1976; State Board of Education

51. N. C. Mental Health Regions, 1976; N. C. Division of Mental Health

52. N. C. Multi-County Planning Regions, 1976; N. C. Department of Administration

53. N. C. Multi-County Planning Regions, 1976; N. C. Employment Security Commission

54. N. C. Human Resources Regions, 1976; N. C. Department of Human Resources

55. N. C. Natural and Economic Resources Regions, 1976; N. C. Department of Natural and Economic Resources

56. County Administrative Units of Less than 3,000 Students, other than those which are Hosts to a City Unit, 1976; N. C. Department of Public Instruction

57. County Administrative Units of Between 3,000 and 5,000 Students, other than those which are Hosts to a City Unit, 1976; N. C. Department of Public Instruction

58. County Administrative Units of Between 5,000 and 10,000 Students, other than those which are Hosts to a City Unit, 1976; N. C. Department of Public Instruction

59. County Administrative Units of Less than 10,000 Students, 1976; N. C. Department of Public Instruction

60. City Administrative Units, 1976: N. C. Department of Public Instruction

61. City Administrative Units of 10,000 or more Students, 1976; N. C. Department of Public Instruction

62. Suggested Realignment of County Administrative Units to Eliminate Units of Less Than 5,000 Students

63. Suggested Administrative Realignment for Long-Range Organization